

SENATE CHAMBER,
TALLAHASSEE, Fla., February 19, 1870. }

TO THE SENATE:

Your committee ask leave to report that they have examined the following bill submitted to them, and find it correctly enrolled, viz.:

An act for the Relief of A. B. Hawkins.

Respectfully submitted.

S. KATZENBERG,
Chairman Committee on Enrolled Bills,
J. A. ATKINS,
G. B. SMITHSON,
J. N. KRIMMINGER.

SENATE CHAMBER,
TALLAHASSEE, Fla., February 19, 1870. }

TO THE SENATE:

Your committee ask leave to report that they have examined the following bill submitted to them, and find it correctly enrolled, viz.:

Senate Bill No. 95:

To amend An act entitled An act for the Regulation of Pilots and Pilotage.

Respectfully submitted.

S. KATZENBERG,
Chairman Committee on Enrolled Bills,
J. A. ATKINS,
J. N. KRIMMINGER,
G. B. SMITHSON.

Which were read.

The following communication was received from the Assembly:

ASSEMBLY HALL,
TALLAHASSEE, Fla., February 19, 1870. }

HON. GEORGE E. WENTWORTH, President of the Senate:

SIR: I am directed by the Assembly to inform the Senate that the Assembly has passed Senate Bill No. 103, to be entitled An act for the Protection of Agricultural Laborers.

Very respectfully,

WM. FORSYTH BYNUM,
Clerk of the Assembly.

Which was read, and the accompanying Senate Bill No. 103 ordered to be enrolled.

Mr. Henderson moved that the Senate do now adjourn *sine die*;

On which the yeas and nays were called for.

The vote was:

Yeas—Messrs. Atkins, Cruse, Ginn, Henderson, Katzenberg, Kendrick, Krimminger, McCaskill, Smithson, and Weeks—10.

Nays—Messrs. Bradwell, Hillyer, Meacham, Pearce, Purman, Walls, and Wentworth—7.

So the Senate adjourned *sine die*.

APPENDIX.

REPORT OF COMPTROLLER.

TREASURY DEPARTMENT, COMPTROLLER'S OFFICE, }
TALLAHASSEE, Fla., January 1st, 1870. }

His Excellency HARRISON REED, Governor of Florida:

SIR: In compliance with the requirements of the law, I have the honor to submit to you my official report of the finances of the State for the fiscal year, ending December 31st, 1869:

The receipts at the Treasury for the fiscal year ending December 31st, 1869, amount to..... \$847,097.12

viz:	For Revenue 1856.....	34.17
	For Revenue 1866.....	502.93
	For Revenue 1867.....	5,130.46
	For Revenue 1868.....	92,001.06
	For Revenue 1869.....	29,438.63
	For Convention Tax.....	30,068.75
	For Fines (Common School Fund).....	1,447.05
	For Licenses.....	7,555.57
	For Auction Tax.....	360.91
	For School Fund.....	5,561.44
	For Seminary Fund.....	641.34
	For Commissions Account.....	772.16
	For County Court Seals.....	112.00
	For Bond Account.....	138,940.93
	For Convention Bond Account.....	24,000.00
	For Public Lands.....	250.00
	For Seminary Fund, Interest.....	11,379.72
		\$847,097.12

The warrants issued during the year, amount to..... \$874,973.23

viz:	Criminal Prosecutions.....	76,949.10
	Jurors and Witnesses.....	17,512.24
	Salaries, Executive Department.....	21,625.91
	Salaries, Judicial Department.....	45,690.78
	Salaries, Military Department.....	3,375.00
	Contingent Expenses Supreme Court.....	2,409.26
	Contingent Expenses Circuit Court.....	5,347.09
	Contingent Expenses State.....	12,776.75
	Contingent Fund for Governor.....	3,260.32
	Expenses 1st session 15th Legislature.....	97.50
	Expenses 2d session 15th Legislature.....	50,414.70
	Expenses extra session of Legislature 1868.....	559.00
	Expenses extra session of Legislature 1869.....	6,334.30
	Expenses Adjutant-General's Department.....	21,556.32
	Expenses Penitentiary.....	14,120.10
	Expenses Bureau of Immigration.....	3,710.11
	Expenses Public Instruction.....	302.16
	Expenses Board of Registration and Judges of Election.....	1,695.00
	Expenses Electors for President and Vice President.....	263.80
	Expenses Collection of Revenue.....	548.53
	Expenses preparing Code of Practice.....	1,000.00
	Expenses preparing Digest of Laws of Florida.....	3,000.00

Printing.....	25,182.83	
Miscellaneous Printing and Printing Laws.....	1,608.12	
Pay of County Judges.....	19,695.70	
Maintenance of Lunatics.....	1,879.29	
Post Mortem Examinations.....	1,201.45	
Common Schools.....	5,309.95	
Township Maps.....	3,000.00	
Interest State Debt.....	13,118.72	
Repairs of Capitol.....	707.14	
Indian Hostilities of 1849, principal.....	898.53	
Indian Hostilities of 1849, interest.....	355.94	
Appropriation to Geo. J. Alden, for salary. &c.	900.00	
Public Lands.....	20.00	
Fund for Clerk of Supreme Court.....	389.43	
School Fund.....	176.90	
Census of 1867.....	112.54	
West Florida Seminary Fund, interest.....	5,073.73	
East Florida Seminary Fund, interest.....	3,800.00	\$374,973.23
1870.		
Jan. 1.—The warrants issued for the fiscal year 1869, amount to	374,973.23	
Amount of warrants and Treasurer's certificates out-		
standing January 1, 1869, as per last report.....	75,846.03	
Total.....	\$450,819.26	
Amount of warrants redeemed by Treas. \$351,357.59		
Am't certificates issued by Treas. \$180,425.48		
Amount of certificates redeemed 128,061.83—	52,363.65—	\$298,993.94
Amount of warrants and Treas. certificates outstanding.....		\$151,825.32
Amount of Treas. certificates outstanding.....		106,269.69
Amount of Comptroller's warrants outstanding.....		45,455.72
Amount of bonded debt as per report of Jan. 1, 1869.....		578,045.08
Amount of bonds sold during fiscal year 1869.....		70,000.00
Total.....		\$805,870.40
<i>School Fund—Capital.</i>		
1870.		
Jan. 1.—Balance in Treasury as per last report.....	\$5,327.16	
Receipts during the fiscal year ending Dec. 31st, 1869.....	5,561.44	
Total.....	10,888.60	
Amount of warrants issued from Jan. 1, 1869, to date.....	176.90	
Total.....	\$10,711.70	
<i>School Fund—Interest.</i>		
1870.		
Jan. 1.—Balance in Treasury as per last report.....	\$14,145.13	
<i>Seminary Fund—Capital.</i>		
1870.		
Jan. 1.—Balance in Treasury as per last report.....	\$878.66	
Receipts during the fiscal year ending Dec. 31, 1869.....	641.34	
Total.....	\$1,519.99	
<i>Seminary Fund—Interest.</i>		
1870.		
Jan. 1.—Balance interest due as per last report.....	\$7,107.40	
Amount interest collected from July 1, 1867 to July 1, 1869.....	11,279.73	
Total.....	\$18,387.13	

1869.		
Jan. 1.—Amount of Warrants issued to East Florida Seminary during the fiscal year 1869.....	\$3,800 00	
Amount of Warrants issued to West Florida Seminary during the fiscal year 1869.....	5,073 72	
Balance due Seminary Fund, Interest.....	\$7,873 72	
Of the foregoing amount there is due to East Florida Seminary...	\$10,513 40	
To West Florida Seminary.....	53 50	
	\$10,513 40	

The following sales are made of State bonds authorized to be issued under acts of 1868 and 1869, viz.:

1869.		
Jan. 1.—1 Bond of 1,000, sold by Gov. Reed for State Scrip.....	\$1,000 00	
Feb'y 27.—36 Bonds of 1,000 each, exchanged by Gov. Reed for 25 State Bonds of 1867, and State Scrip.....	36,360 00	
4 Bonds of 1,000 each, sold by R. H. Gamble, Comptroller, for State Scrip.....	3,200 00	
June 15.—30 Bonds of 1,000 each, sold by Gov. Reed for State Scrip.....	22,500 00	
June 24... 5 Bonds of 1,000 each, sold by R. H. Gamble, Comptroller, for State Scrip.....	3,770 83	
76 Bonds sold for.....	\$60,830 83	
424 Bonds have been hypothecated to different parties for a loan of \$105,985 80.		

I deem it my duty to call your attention to subjects connected with the financial affairs of the State, that in my opinion imperatively demand the attention of the Legislature.

The finances of the State are in a very unsatisfactory condition. There is no money in the Treasury, and the scrip is far below par. I shall as briefly as possible state what in my opinion is the cause of this:

In the first place, the expenses of the State government are far in excess of the resources of the State. This will appear upon examination of my report.

The resources of the State, depending entirely upon taxes, are much weakened by incompetent and irresponsible assessors and collectors of the revenue. I cannot too strongly call your attention to this particular. With every effort on my part I have not been able to get returns from all the tax assessors as to the amount of taxes due from their respective counties for the present year, and much of the taxes due for the year 1868 are yet unpaid. You are aware that I have called your attention to the fact that up to a recent date several of the counties were unprovided with assessors and collectors. It is needless to expect to collect the revenue without more competent and efficient officers. Many of these officers discharge their duties in a proper manner, others seem to neglect their duty.

I would recommend that steps be taken by the Legislature to largely curtail the expenses of the government, by reducing the

pay of its officers, which now greatly exceeds a proper compensation for their services, and the ability of the people to pay. The fees of officers whose compensation consists in commissions and fees should be reduced; it is now 50 per cent. more than in 1860, while the business is largely increased, consequently making the offices very lucrative. I respectfully submit whether it would not be well to make the counties pay *all expenses* of the courts, and thereby make it the interest of the people in each county to preserve order, and in that way avoid expenses.

I have found it impossible to sell the State bonds at the limit prescribed by law; and in consequence of the constant rumor of corruption, it is difficult to borrow money on the credit of the State.

With the view of showing the comparative expenses of the government under the present law, I have prepared tabular statements of the expenses for the years 1860, 1866 and 1869. The tabular statement for the year 1869 is herewith submitted; those for the years 1860 and 1866 are ready for inspection if desired. Upon a comparison of these tables, it will be seen that the expenses of the present year exceed those of any preceding year nearly *three hundred per cent.*

This is attributable to the large salaries, and general rate of compensation of the officers of the government, and the resources of the State are materially diminished also, by the incompetency of its assessors, and the officers charged with the collection of its revenue. Much additional expense is incurred from the want and insecurity of jails in several of the counties, thereby causing great expense in guarding prisoners and in transferring them to distant counties where there are prisons. As an instance, the State has paid \$838.05 for the transfer of prisoners from Santa Rosa county to other counties for safe keeping. I also call attention to the extravagant expenditures in contingent expenses of some of the circuit courts; while some of the districts are managed with economy in this particular, others are not. Another item of large expenditure is the payments made under the heads of "Printing" and "Miscellaneous Printing." On these accounts I have issued warrants amounting to \$26,790.95. Nearly all of this printing is given out by contract, and sub-let at large profit to the public printer, and I remark here also, that recently, from one of the counties a claim has been presented me for auditing against the State, for advertising lands for sale, for taxes, amounting to \$466.63. The *State tax* on said lands amounts only to \$8.93. Indeed it seems that the effort is being made generally to extort the very last cent from the State, and there is no hope that its finances will be bettered until the evils I have suggested, are remedied by action of the Legislature.

I call attention to the very large expenditure incurred by the

State, under the head of "Pay of county Judges." The State pays, for *salaries* to the judges of this court, the sum of \$21,492.58 per annum. When the incidental expenses of "jurors and witnesses" are added to this item, the evil is fully apparent. These judges have all the perquisites of office of the former judges of probate; and when we recollect that, even in our most populous counties, but a few days in a month are required for the disposition of the cases which pertain to these courts, the magnitude of the expense is apparent.

It is the opinion of many that great benefit would result to the State, and to the several counties, if such changes were made in the Constitution as would obviate the necessity for the continued existence of this court.

While I am not prepared to make any suggestion looking to so radical a change, yet I am prepared to say that, in my judgment, if retrenchment is desirable, the Legislature can give its attention to no subject which justifies it more than this. This great outlay can, in my opinion, be entirely avoided, without any injustice to the officer, by either abolishing the court entirely and substituting the circuit court, or, if the service is to be performed, let the judge be paid in fees, or a per diem, during the time of actual and necessary labor employed in hearing criminal cases.

A very large amount of the expenses charged under the head of "Criminal Prosecutions" arises from proceedings before justices of the peace, which result in the discharge of the persons charged with crime. If a remedy can be devised to correct the evil of groundless complaints of this character, much would be saved to the State.

It is expected of me that I should suggest some policy to reinstate the credit of the State.

No individual who expends more than he receives can sustain his credit. This is as true of States as it is of individuals. It is the case with this State, and no management or temporizing can correct the evil.

The remedy of the evil is the removal of its cause when ascertained, and the cause here is an excess of expenditure over receipts.

Can our expenditure be decreased, is a question which admits of no doubt in my judgment.

What has been done once can be done again.

The State government has been in operation in Florida since 1845, and the cost of its administration has at no time equalled the expenses of the present government.

I do not think there is a choice of remedies for this evil. I think there is but *one remedy*, and that is, such legislation and other action as is necessary to put every head of expenditure at

the very smallest sum consistent with the due administration of the government. Salaries should be diminished, unnecessary offices abolished, fees of officers decreased, the county court system continued on a thoroughly economical plan, or if this is not possible, abolish it with such changes in the jurisdiction of the circuit court as will give the circuit court power to try the causes now tried by the county court.

If every measure of economy is adopted which can be, I think the credit of the State will be at once established; and I regard all measures which do not look to decreased expenditure as simple expedients which are as likely to destroy as to build up the credit of the State.

In conclusion, as it has been the custom heretofore for the Legislature, soon after its assembling, to appoint a committee to examine the books and accounts of the offices of the Treasury Department, it is my desire, and I respectfully request of your Excellency to ask that the Legislature take such action in this matter as may seem proper to them.

I have honor to be, very respectfully,
your obedient servant,
R. H. GAMBLE, Comptroller.

Comparative Table showing the amount of Salaries of State officers and pay of members, officers, and expenses of the Legislature for the years 1860 and 1869

1860.	
Governor.....	\$2,000 00
Secretary of State.....	800 00
Comptroller.....	1,100 00
Treasurer.....	800 00
Attorney-General.....	500 00
Adjutant-General.....	500 00
Judges Supreme Court.....	7,500 00
Circuit Court.....	12,500 00
Solicitors.....	4,000 00
Legislature.....	11,057 00
Officers of Legislature.....	1,580 00
Printing of Legislature.....	4,500 00
Stationery of Legislature.....	455 58
Total	\$47,293 58
1869.	
Governor.....	\$5,000 00
Cabinet officers.....	24,000 00
Judges Supreme Court.....	12,500 00
Circuit Court.....	24,500 00
State Attorneys.....	6,573 00
Legislature.....	42,959 00
Officers of Legislature.....	5,655 80
Stationery of Legislature.....	1,799 00
Printing of Legislature.....	17,205 49
Total	\$140,193 19

TABLE SUPPLEMENTARY TO COMPTROLLER'S REPORT.

Table Showing the Amount of Revenue Received and the Expenses Incurred by the State in each County for the Year 1860.

COUNTIES.	REV. 1860.		LICENSE TAX.		AUCTION TAX (EXPENSES INCURRED IN EACH COUNTY AND PAID BY THE STATE).		CHANCELLER'S CON. EXP. FOR ST. AND PT. MILE PAY OF CO. FOR. A.M.T.		JUDGES. CO. JURY.	
	GROSS AMOUNT.	NET AMOUNT.	GROSS AMOUNT.	NET AMOUNT.	GROSS AMOUNT.	NET AMOUNT.	GROSS AMOUNT.	NET AMOUNT.	GROSS AMOUNT.	NET AMOUNT.
Alachua.....	\$3,980 27	\$300 00	\$156 00	...	...	...	...	...	...	...
Baker.....	1,094 64	...	...	...	...	...	...	...	...	...
Bradford.....	2,843 16	...	...	...	...	...	...	...	...	...
Brevard.....	590 08	...	...	...	...	...	...	...	...	...
Calhoun.....	6,500 61	166 68	154 17	53 92	49 87	...	...	...	...	...
Clay.....	2,007 00	2,744 48	2,983 13	40 86	37 70	...	...	...	...	...
Columbia.....	7,062 53	2,225 00	153 00	10 71	9 32	...	...	...	...	...
Duval.....	10,181 63	500 00	...	...	...	...	...	...	...	...
Escambia.....	537 63	...	...	...	...	...	...	...	...	...
Franklin.....	4,392 51	...	...	...	...	...	...	...	...	...
Gadsden.....	2,634 51	...	...	...	...	...	...	...	...	...
Hamilton.....	1,970 88	...	...	...	...	...	...	...	...	...
Henderson.....	10,516 52	400 00	370 00	...	...	...	...	...	...	...
Hillsborough.....	6,442 07	...	...	...	...	...	...	...	...	...
Jefferson.....	18,061 14	983 28	900 53	102 42	178 00	...	...	...	...	...
Leon.....	1,417 73	...	...	...	...	...	...	...	...	...
Levy.....	1,462 90	...	...	...	...	...	...	...	...	...
Lafayette.....	1,122 47	800 00	185 00	...	...	...	...	...	...	...
Lalleville.....	7,049 68	...	...	...	...	...	...	...	...	...
Madison.....	1,688 55	600 00	555 00	...	...	...	...	...	...	...
Manatee.....	9,024 31	1,900 00	1,757 50	272 23	251 83	...	...	...	...	...
Marion.....	5,576 74	...	...	...	...	...	...	...	...	...
Monroe.....	6,020 51	...	...	...	...	...	...	...	...	...
Nassau.....	1,014 74	...	...	...	...	...	...	...	...	...
Neptune.....	5,731 27	...	...	...	...	...	...	...	...	...
Orange.....	1,812 97	400 00	370 00	...	...	...	...	...	...	...
Palm Beach.....	1,540 15	50 00	46 25	...	...	...	...	...	...	...
Polk.....	3,538 53	50 00	46 25	30 07	18 67	...	...	...	...	...
Putnam.....	3,286 62	...	...	...	...	...	...	...	...	...
St. Johns.....	911 15	...	...	...	...	...	...	...	...	...
St. Louis.....	3,015 33	...	...	...	...	...	...	...	...	...
Tallahassee.....	3,076 65	...	...	...	...	...	...	...	...	...
Volusia.....	1,478 80	...	...	...	...	...	...	...	...	...
Washington.....	1,651 63	...	...	...	...	...	...	...	...	...
Total	\$142,048 08	\$11,941 64	\$10,491 33	600 08	\$655 67	\$76 940 10	\$5,947 08	\$7,012 54	\$1,201 45	\$201,492 65

REPORT OF STATE TREASURER.

OFFICE OF STATE TREASURER,
TALLAHASSEE, Fla., January 1st, 1869. }

To His Excellency HARRISON REED, Governor of Florida:

SIR: I submit herewith my Annual Report of the transactions of this office for the year 1869:

The report of the Comptroller shows the State indebtedness to be eight hundred and five thousand eight hundred and seventy dollars and forty cents, (\$805,870.40). Of this amount, one hundred and fifty-one thousand eight hundred and twenty-five dollars and thirty-two cents, (\$151,825.32) consists in Comptroller's warrants and Treasurer's certificates.

While we continue in the present scrip system, our bonds will have no marketable value, and the State credit will be depreciated. Some means should be adopted to remedy this growing evil and to place the State credit where it should be. The debt of the State, compared with others, is exceedingly light, and with our resources and proper legislation there is no reason why our securities should not command a better price than those of any other Southern State. To accomplish this, the most certain and speedy means seems to me to be the passage of a law prohibiting the receipt of scrip for any public dues whatsoever after a certain period, say March 1st, 1870, or earlier, and also to prohibit the issuing of Treasury certificates or notes; and to make all Comptroller's warrants issued after that date payable (as they now are) in money, when there are funds in the Treasury that can be so applied, or convertible into bonds, having five years to run, and bearing seven per cent. interest, and payable in the city of New York. By this arrangement the scrip outstanding will immediately enhance in value, and that to be issued will command a much higher and more respectable price. There will be money at all times in the Treasury to meet contingencies and keep the Government alive, and also to pay the interest promptly, when due, on all the bonded debt of the State, and Florida securities will then take first-class rank in the market.

The delinquent list, as you will observe, is ruinously large. This should be remedied. Perhaps, in a State like this, where communication is so difficult, and consequently the means of enforcing the law so inadequate, and the opportunities for evading it so numerous, there will always be a large number of delinquents; but I think the means to diminish this number is,

to some extent, within the control of the Legislature. The vitality and success of a government depends so entirely upon the proper collection of its revenue, that, in my opinion, the assessors and collectors in that department, more than in any other, require to be men of good business qualifications and thorough known integrity. That we have suffered in consequence of these deficiencies is a well-known fact. But the remedy is not always within the control of the Executive. Under the disqualifying clause of the fourteenth amendment to the Constitution of the United States, it has been, and is, impossible, in many counties of the State, to find men competent for these places.

There is in the restrictive clause of the amendment just referred to, another obstacle to the success and permanency of Republican government. The cardinal principle of the Republican party is declared to be that of equal laws and equal privileges to *all* men, and I desire to see this doctrine *impartially* established, not only as a matter of consistency, but also for substantial considerations in the growth and prosperity of our State. It cannot be denied that a large proportion of the revenue is derived from persons who are denied privileges enjoyed by some, and many less worthy of their fellow citizens, and it would not be unnatural if such persons should hesitate to accord a hearty and unbiased support to a government which, while it makes distinctions as to rights, inflicts the full measure of its burdens, and requires from them support and obedience. They cannot and will not, under these circumstances, contribute cheerfully to its maintenance. I candidly believe that the removal of all political disabilities for participation in the rebellion would materially strengthen and give vigor to the government, by drawing around it those who are now alienated and embittered from being only partially recognized as citizens, but who are, nevertheless, equally amenable to its laws and required to contribute largely to sustain it.

I would also call your attention to that clause of the State Constitution which requires that all Comptroller's warrants shall be countersigned by the Governor before they can be received by the Treasurer. It results that I cannot, in the absence of the Governor, no matter how pressing may be the occasion, issue certificates for warrants not countersigned, and public officers from a distance may be often put to great inconvenience on this account, and their interest seriously prejudiced. Under the law it is the duty of the Comptroller to examine, audit and pass the accounts. The act of the Governor in countersigning is little, if anything, more than a mere form, and as in certain contingencies it is a source of embarrassment, I would suggest

such action on the part of the Legislature as will obviate such a necessity, and that such an amendment be made of the Constitution as will secure the end desired.

Respectfully,

S. B. CONOVER, State Treasurer.

STATEMENT OF S. B. CONOVER, *Treasurer of the State of Florida, from the 1st of January, 1869, to the 1st day of January, 1870.*

1869.	DR.	
Jan. 1.—To balance cash last report.....		\$87 60
Dec. 1.—To amount received on account.....		
Revenue 1856.....	\$ 34 17	
Revenue 1866.....	502 93	
Revenue 1867.....	5,130 46	
Revenue 1868.....	92,001 06	
Revenue 1869.....	29,438 63	
Licenses.....	7,555 57	
Common School Fund and Fines.....	1,447 05	
Auction Tax.....	360 91	
Convention Tax.....	29,068 75	
Commissions Account.....	772 16	
County Court Seals.....	112 00	
Bond Account.....	138,940 93	
Bond Account (Constitutional Convention).....	24,000 00	
School Fund.....	5,561 44	
Seminary Fund.....	641 34	
Seminary Fund, Interest.....	11,279 72	
Public Lands.....	250 00	
Treasury Certificates issued.....	180,425 48—	527,522 60
		\$527,560 20

1869.	CR.	
Dec. 31.—By amount paid on account.....		
Preparing Code Civil Practice.....	\$ 1,000 00	
Preparing Digest Laws of Florida.....	2,000 00	
School Fund.....	251 91	
School for Freedmen.....	176 00	
Seminary Fund Register's Salary.....	637 50	
West Florida Seminary Fund, Interest.....	5,829 72	
East Florida Seminary Fund, Interest.....	2,200 00	
Common Schools.....	4,218 80	
Bureau of Immigration.....	3,710 11	
Public Lands.....	90 00	
Salaries Executive Department.....	17,328 13	
Salaries Judicial Department.....	46,493 87	
Salaries Military Department.....	1,875 00	
Expenses 1st Session 15th Legislature.....	12,714 41	
Expenses 2d Session 15th Legislature.....	47,934 62	
Expenses Extra Session 1868.....	203 75	
Expenses Extra Session 1869.....	5,972 45	
Expenses 13th General Assembly.....	110 80	
Expenses Boards Registration, &c.....	1,605 00	
Expenses Presidential Electors.....	253 80	
Expenses Penitentiary.....	12,968 84	
Expenses Collection of Revenue.....	370 04	
Convention Certificates.....	43,579 22	
Interest State Debt.....	13,118 72	
Criminal Prosecutions.....	67,150 29	

Repairs of Capitol.....	\$753 29
Jurors and Witnesses.....	15,086 47
Contingent Expenses Circuit Court.....	2,883 23
Contingent Expenses Supreme Court.....	2,215 47
Contingent Expenses State.....	14,370 78
Contingent Fund for Governor.....	3,250 32
Post Mortem Examinations.....	873 04
Miscellaneous Printing, and Printing, &c.....	2,608 53
Printing.....	19,498 40
Indian Hostilities, 1849, Interest.....	1,018 68
Indian Hostilities, 1849, Principal.....	3,859 54
Pensions (Mrs. M. M. Reed).....	300 00
Maintenance of Lunatics.....	1,339 95
Township Maps.....	3,000 00
Fund for Clerk Supreme Court.....	247 18
Pay of County Judges.....	10,557 23
Adjutant-General's Department.....	21,556 32
Treasury Certificates.....	128,061 83
Balance.....	\$522,997 84
	4,562 36
	\$527,560 20

REPORT OF SURVEYOR-GENERAL.

OFFICE OF SURVEYOR-GENERAL, STATE OF FLORIDA, }
TALLAHASSEE, Fla., December 31, 1869. }

To His Excellency HARRISON REED, Governor of Florida:

SIR: I have the honor to submit the following report of the business of this office for the year ending December 31, 1869: The entries of land have been

Of swamp and overflowed land, 235 entries,	17,359.47 acres
Of Internal Improvement land, 23 entries,	1,177.11 "
Of School Land, 38 entries,	3,289.60 "
Of Seminary Land, 4 entries,	279.62 "

Total,	22,105.80
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The control of a large proportion of the State lands, being vested by law in the Board of Trustees of the Internal Improvement Fund, and an annual report being made of the proceedings of that Board, little is left for me to report or to suggest.

Sec. 11, Article XVI., of the Constitution of the State, provides for the donation of State lands to actual settlers. This provision of the Constitution has of late attracted much attention, and a demand has been and is being made for a Homestead law in accordance therewith. It may not be improper for me to enumerate some reasons why this matter should remain in abeyance for the present at least, as the terms of the section referred to would seem to allow, the language of the Constitution being, "The Legislature may donate," &c.

1st. Such disposition of the public lands would violate the conditions of the grants under which the State holds these lands and so might endanger the title. A reference to the laws of Congress by which these grants were made will show this.

2d. A free gift of the lands incorporated in the Internal Improvement Fund, would do injustice to the creditors of that fund, who look to these lands and the proceeds of their sale, and to this source alone, for the settlement of their claims. These claims are doubtless a mortgage upon the lands, and are to be regarded in the disposal of them.

3d. More than 17,000,000 acres of United States lands, averaging of better quality than the State lands, are open to Homestead entry. Who, that is too poor to buy land, would be able to cultivate more than 160 acres?

The same objections do not, however, lie against a reduction

of price to actual settlers, but any provision to this effect should be carefully guarded so as to secure the settlement and *cultivation* of the land.

To secure the more rapid sale and settlement of the lands of the State, it is desirable that the prices of the "swamp and overflowed" lands should be carefully graduated to correspond with their comparative values.

There have been selected for the State, under Act of Congress of September 28, 1850, 11,790,637.46 acres, of which there have been certified to the State 10,901,007.76 acres. Under Act of September 4, 1841, there have been selected 499,990 acres, certified 450,823.82, leaving unapproved selections to the amount of 889,629.70 acres of "swamp and overflowed" lands, and 49,166.18 acres of "Internal Improvement lands." Action upon these selections is prevented by the Homestead law of June 21, 1866, which provides that the public lands in certain States (among which is Florida), "shall be disposed of in no other manner" than by Homestead entry. It is probable that this provision was intended to apply to private entries only, and not to grants to the States. If this is the case, I would suggest that an effort be made for the removal of this restriction by Act of Congress. This is the more important, as a large area remains still unsurveyed, and as the surveys progress (they have been already resumed), further selections will be made of "swamp and overflowed" lands.

Further, these lands (selected but not audited) are, many of them, being taken up as Homesteads. If they are finally conveyed to the State, there will result loss to the State if the conveyance is made subject to these Homestead claims, and if not so subject, then much damage to the claimants. Indeed, some of these lands have been both sold by the State and entered as Homesteads, whence result disputed titles, which can only be settled by the approval or rejection of the selections.

The boundaries of counties are much in need of correction and more exact definition. A glance at the maps of the State will show this. In some cases, *e. g.*, a portion of the line between Nassau and Duval counties, the boundary is but an imaginary line, not laid down by actual survey. In other cases, *e. g.*, between Clay and Putnam counties, it is a carriage road, subject to constant change. These are but two among many instances that might be mentioned of inaccuracy and indefiniteness.

Efforts have been made during the year to convict and punish trespassers upon the lands of the State. These efforts have, thus far, failed on account generally of the difficulty of obtaining the necessary evidence, and this too in cases in which there was little, if any, doubt of the guilt of the parties accused.

It is believed that this difficulty could be remedied by the appointment of agents, with liberal compensation, for the protection of the lands and the detection of trespass. This might be done by the two Boards in charge of the lands, viz.: the Board of Trustees of the Internal Improvement Fund and the Board of Public Instruction. If this is deemed advisable, I would suggest that the proceeds of sale of timber seized, be made payable into the Fund to which the land belongs on which the trespass was committed.

I would suggest, also, that the present punishment for this theft of the property of the State, is inadequate to the crime, which should be punished by imprisonment as well as fine.

By Act of the Legislature, approved Feb. 1, 1869, it is made my duty to prepare a complete set of township maps of the State for the use of the Commissioner of Immigration. I have made a contract for this work on the most favorable terms possible. This contract is contingent upon an appropriation being made by the Legislature at the coming session. Without such an appropriation, it will be impossible to have the maps prepared.

I have been much embarrassed in the performance of my duties by the confusion and inaccuracy of the records of the Land Office. The office is not provided with complete and reliable lists of the several grants of land to the State by the general government. Extensive grants and sales of land have been made by the State, of which no detailed records appear; and of others, the only records are copies of the deeds. These deficiencies are being supplied as far and as rapidly as possible.

Very respectfully,

FRANK W. WEBSTER, Surveyor-General.

REPORT OF THE ATTORNEY GENERAL.

ATTORNEY-GENERAL'S OFFICE,)
STATE OF FLORIDA. }

For the laws and resolutions adopted by the Legislature at its second session under the present State Constitution, and the laws and resolutions adopted at the extra session convened June 8, 1869, I prepared marginal notes and indexes, and superintended the publication of the same with the laws and resolutions as required by law.

I have reported the decisions of the Supreme Court of the State, rendered since the adoption of the present Constitution and prior to the October term of said court in 1869; and have caused the same to be published, making 512 pages, as No. 2 of Vol. XII., and at an expense of two thousand nine hundred sixty-six and 79-100 dollars.

The law authorizing the publication of said decisions was adopted in the year 1845, over twenty years ago, and provided for publishing two hundred copies only. As that number was evidently too small for the present time, I caused five hundred copies to be published. I would respectfully suggest that a modification of the law be made to meet the present increased demand.

During my absence from the State, and while this office has been unoccupied, various papers, including copies of the opinions given by me to various State officials, have been carried away or mislaid. I would respectfully suggest that if one of the safes, from the number belonging to the State, can be conveniently spared for this office, it be done.

For statement of my official acts as a member of the Board of State canvassers, as a member of the State Board of Education, and as one of the Trustees of the Internal Improvement Fund of the State, I respectfully refer to the appropriate records and reports.

I cannot refrain from here making a few suggestions, looking to the relief of the present financial condition of the State. They are suggestions that have probably been in the mind of every intelligent observer throughout the State.

The great immediate object of a law for the sale of lands for

non-payment of taxes, is to obtain the taxes due. One requisite, and an almost indispensable requisite, is an *inexpensive mode* of perfecting titles under sales. Any feature of a law embarrassing the accomplishment of this object should be surely and speedily remedied.

The "Act for the Assessment and Collection of Revenue," adopted at the last extra session of the Legislature, among its provisions requires the incurring of an expense *so great*, in order to perfect titles to lands sold for taxes, as, in my judgment, to seriously embarrass, if not entirely defeat the great object referred to. I would respectfully suggest such a modification of the Act named, as will avoid this large expense. And this, it seems to me, may be done, and titles *as well secured*, by a *simple limitation* as to time in which suits must be commenced to effect rights under sales, as by the mode set forth in the Act.

I do not hesitate to say, with the honorable members of the Legislature alive as they are to an economical administration of the affairs of State, that the per centage now required to be paid by the tax-payers of the State in taxes, with the modification last above referred to, and a slight change in the law creating certain expenses, will prove amply sufficient to place the finances of the State and the counties, at an early date, in a perfectly healthy and satisfactory condition; and that one of the great reasons why the finances are not in that condition to-day, is not so much because the expenses required under the law are too large, but because the necessary expenses required are *unnecessarily made* large, and *unnecessary* expenses are being constantly created. And this, I submit, will continue to be the case, so long as the officials throughout each county feel that the incurring of expenses under the law does not affect *directly* the people of that county, so long as the people of that county *do not feel* that the money for payment of those expenses *must be raised by themselves*.

While each official executes his duties with the best intent, economy requires that he should feel that the community *immediately around him* is scrutinizing the expenses incurred.

I would respectfully, but earnestly suggest, that economy in the administration of the law requires that the county in which the enforcement of the law creates an expense, *should provide for the payment of that expense*.

Should it be deemed advisable to require the State, after payment by the counties of expenses incurred in the enforcement of the law, to reimburse the counties a certain proportion of the money so actually expended, I think the history of the result of a similar provision in the laws of some of the most prosperous States of the Union, would show the advisability of the requirement.

Such a requirement upon the counties, with other necessarily resulting changes in the law, would, I am satisfied, put off to the far future, the year when the expenses of criminal prosecutions throughout the State, including pay of jurors, would amount, as they have in the year just passed, almost, if not quite, to ONE HUNDRED THOUSAND DOLLARS.

A. R. MEEK, Attorney-General.

January 1, 1870.

REPORT OF SECRETARY OF STATE.

STATE OF FLORIDA,
OFFICE OF THE SECRETARY OF STATE,
January 1, 1870.

To His Excellency HARRISON REED, Governor of the State of Florida :

SIR : In conformity to the 10th Section of the 7th Article of the Constitution of the State, under which each officer of the cabinet is required to make to the Governor, at the beginning of each regular session of the Legislature, a full report of : First, his official acts; secondly, of the receipts and expenditures of his office; and thirdly, of the requirements of the same,

I beg leave respectfully to report under the first head, that my official acts being of a ministerial character, I have thought proper to present them in a tabular form, showing the number of commissions issued, and the officers to whom issued; the number of letters written, and other official acts, requiring the signature of the Secretary and seal of the State, all of which will be found in tabular statement marked (A) annexed to this report. But I remark that this table exhibits but a small portion of the actual duties which have been performed by this department, all of which were necessary to the proper administration of the affairs of the office, but which it would be impossible and unnecessary to recite in detail in this report; but which may be referred to generally as those official acts which are connected with the daily and increasing correspondence of the department, and the record of the details of daily official business, together with the preparation of forms and instructions for the various subordinate officers of the State relating to elections and other subjects under the supervision of this department, besides those duties which are required to be performed by the Secretary in person as a member of the cabinet.

As regards the second subject required to be reported upon, namely, the receipts and expenditures of this office, I have to remark, that as no money is by law authorized to be received or disbursed by this department, except such sums as are received for affixing the official seal and signature of the Secretary to commissions and other documents requiring authentication, and no expenditures made except for current expenses, it may be inferred that this provision of the Constitution was intended to apply more particularly to those departments of the government more immediately connected with the receipt and disbursement of the public revenue. I have, however, thought it proper to annex a statement (B), so far as the same can be made complete at this time, of such receipts and expenditures as have occurred since the 6th day of November, 1868, remarking that when I assumed the head of this department, I found the books as well as the business of the office in a state of such confusion, that I have not undertaken the task of explaining or accounting for all of the acts and official proceedings of my predecessor in office.

Under the third head, namely, the requirements of the office, I will state, that although opposed to every increase of the expenses of the government, and desirous of limiting the expenses of this department within the narrowest bounds, consistent with the interest of the State, I respectfully suggest that an Assistant Secretary of State be appointed, with the full powers of the Secretary, (except when limited by the Constitution,) who shall perform the duties of Secretary in his absence, and at other times perform such duties as may be required of him by law, or by the Secretary. I further recommend that some officer of this department be appointed librarian of the State Library, as distinct from the Supreme Court Library, whose duty it shall be to make a full, complete, and accurate catalogue of the same. There are several thousand volumes of valuable books belonging to the State, many of which are frequently required and called for by officers of the government, judges of the courts, members of the Legislature, and others, who are unable to find them for the want of a proper arrangement and catalogue. A responsible person should be appointed to have the custody of these books, and to preserve them in proper order, and he should be paid such reasonable compensation as will insure proper care and attention.

Another most important requirement of this office, (and in fact one of pressing necessity, and which I cannot too strongly urge your Excellency to bring to the attention of the Legislature,) is a general index to all the papers and records in this department. Constant applications are made for papers relating to matters of the highest importance to the public welfare, and

yet such was the confusion in which the records and files of the office were found, that it would require the entire time of one person to search for papers either misplaced or entirely lost. Such an index could be prepared by the Librarian, and will be of incalculable value, not only in facilitating the business of the department, but to the public at large.

I have the honor to be, very respectfully,
Your obedient servant,
JONATHAN C. GIBBS,
Secretary of State.

TABULAR STATEMENT (A) EXHIBITING THE NUMBER OF COMMISSIONS, AND OTHER OFFICIAL PAPERS, ISSUED UNDER THE PRESENT CONSTITUTION, ETC.

Cabinet,	12
Penitentiary,	6
Judges Supreme Court,	5
Judges Circuit Courts,	9
State Attorneys,	14
Commissioners of Deeds,	34
Notaries, State,	7
Judges County Courts,	52
Clerks Courts,	53
Sheriffs,	51
Assessors Taxes,	57
Collectors Revenue,	46
Treasurers,	34
Superintendents Common Schools,	40
Surveyors,	30
Auctioneers,	39
Notaries Public,	42
County Commissioners,	235
Justices Peace,	188
Commissioners Pilotage,	58
Inspectors Lumber, &c.,	20
Harbor Masters,	1
Commissions, (extra)	9
Total number Commissions,	1,022

Resignations,	99
Removals,	87
Proclamations,	24
Requisitions,	9
Pardons,	7
Remissions,	18
Death Warrants,	4
Reprieves,	2
Suspending Executive Sentence,	6
Commutation of Sentence,	5
Letters written Nov. 6, 1868, to Jan. 1, 1870,	2,517

Total quantity stationery received for use of the various Departments under present Constitution—record incomplete.

Total quantity stationery issued to the various Departments under present Constitution—record incomplete.

Total quantity stationery on hand—record incomplete.

Total number laws Florida (Session, 1868,) issued to the various officers in the State, 722

Total number laws Florida, (Regular Session,) 1869, issued to the various officers in the State, 886

Total number laws Florida (Extra Session, 1869,) issued to the various officers in the State, 695

Total number Thompson's Digest of laws Florida issued to officers in the State, 371

Total number registration books issued to the several Clerks of the Courts in the State, 390

Total number laws Florida (Sessions, 1868-'69,) issued to the various States, 138

Total number Florida Supreme Court Reports, part 2, vol. 12, issued as per requirements of law, 96

Total number books received from other States for use of the State Library since the adoption of present Constitution, 717

Total number laws Florida, 1868, on hand, 282

Total number laws Florida, 1869, on hand, 68

Total number laws Florida (Extra Session, 1869,) on hand, 459

Total number Thompson's Digest on hand, 153

STATEMENT (B) SHOWING THE AMOUNT OF REVENUE RECEIVED AS FEES ON COMMISSIONS, ETC., EXPENDITURES, ETC.

Amount revenue received as fees on commissions by Geo. J. Allen, late Secretary of State, \$3,134 00

Amount revenue received as fees on commissions by J. C. Gibbs, Secretary of State, 1,229 00

Total amount revenue received as fees on commissions under present Constitution, \$4,363 00

Average amount per month, fees received on certificates, etc., \$10, since Nov. 6, 1868, (no record of expenditures), \$140 00-

PARDONS—1869.

NO.	NAME.	CRIME.	WHERE CONVICTED.	WHEN CONVICTED.	SENTENCE.	WHEN PAID-DONED.	TERMS.
1	Richard Tuplett...	Larceny	Jefferson co.	No record	\$1 and imprisonment co. jail 60 days	Jan. 15, '69.	Paym't fine and costs
2	C. Robinson	Larceny	Jefferson co.	No record	\$1 and imprisonment co. jail 60 days	Jan. 15, '69.	Paym't fine and costs
3	Jas. Harris	Larceny	Jefferson co.	No record	\$1 and imprisonment co. jail 60 days	Jan. 15, '69.	Paym't fine and costs
4	A. Smith	Larceny	Jefferson co.	January Term, County Court	\$1 and imprisonment co. jail 60 days	Feb. 13, '69.	Paym't fine and costs
5	S. Israel	Larceny	Jefferson co.	January Term, County Court	\$1 and imprisonment co. jail 60 days	Feb. 13, '69.	Paym't fine and costs
6	S. Tabb	Larceny	Jefferson co.	January Term, County Court	\$1 and imprisonment co. jail 60 days	Feb. 13, '69.	Paym't fine and costs
7	J. W. Canada	Writing a threat'g letter	Orange co.	Fall Term Cir. Ct. 7th C't., '68.	State Penitentiary, one year	Jan. 8, '69.	Full Pardon
8	Monday Jones	Larceny	Hamilton co.	Spring Term, Cir. Ct. 3d C't., '69	State Penitentiary, one year	Jan. 10, '69.	Full Pardon
9	W. Hampton	Larceny	Columbia co.	Fall Term, Cir. Ct. 8d C't., '68.	\$500	July 14, '69.	Full Pardon

DEATH WARRANTS—1869.

NO.	NAME.	CRIME.	UPON WHOM.	WHERE CONVICTED.	WHEN CONVICTED.	SENTENCE.	WARRANT ISSUED.	WHEN EXECUTED.
1	Turner Woods	Murder	Jacob Davis	Madison co.	Spring T'm Circuit Ct. '68	To be executed Jan. 22, '69.	June 18, '69	July 8, '69...
2	J. W. Freeman	Murder	A. J. Miller	Santa Rosa co	Fall Term Circuit Court, '69	To be executed pleas. Gov.	Nov. 3, '69...	Nov. 19, '69...
3	Josiah Byrd	Murder	Wm. Scott	Hernando co.	Fall Term Circuit Court, '69	To be executed pleas. Gov.	Nov. 24, '69...	Dec. 17, '69...
4	Aleck Miller	Murder	O'Rourke	Nassau co.	Fall Term Circuit Court, '69.	To be executed Feb. 11, '70.	Dec. 15, '69...	Feb. 11, '70...

REPRIEVES—1869.

NO.	NAME.	CRIME.	UPON WHOM.	WHERE CONVICTED.	WHEN CONVICTED.	DATE OF REPRIEVE.	TO WHAT TIME.
1	Turner Woods	Murder	Jacob Davis	Madison county	Spring Term Circuit Court, 1868	June 7, '69	July 3, '69
2	M. Gavin	No record	No record	Wakulla county	Circuit Court	Nov. 12, '69	Ten days from date.

REMISSION OF FINES IMPOSED—1869.

NO.	NAME.	CRIME.	WHERE CONVICTED.	WHEN CONVICTED.	SENTENCE.	REMARKS.	WHEN REMITTED.	TERMS.
1	Thos. Darling.	Larceny.	Jefferson Co.	No record.	Fined \$500		Jan'y 15 1869.	
2	Alfred Williams.	Larceny.	Jefferson Co.	No record.	Fined \$100		Jan'y 15 1869.	
3	Frank Ivey.	Larceny.	Hamilton Co.	No record.	Fined \$500	In Jail since Nov. 26, 1868.	Jan'y 20 1869.	
4	Wm. Jenkins.	Larceny.	Hamilton Co.	No record.	Fined \$500	In Jail since Nov. 26, 1868.	Jan'y 20 1869.	
5	Jacob Prosser.	Larceny.	Hamilton Co.	No record.	No record.	In Jail since Nov. 26, 1868.	Jan'y 20 1869.	
6	Wm. Sanders.	Larceny.	Monroe Co.	Fall term Circuit Court, '68.	Fined \$150		June 7 1869.	Upon p'tc'sts
7	Alex. Wilson.	Larceny.	Monroe Co.	Fall term Circuit Court, '68.	Fined \$150		June 7 1869.	Upon p'tc'sts
8	Jno. J. Johnson.	Larceny.	Gadsden Co.	Spring term Circuit Ct., '69.	Fined \$250		June 7 1869.	
9	Ross Parker.	No record.	Escambia Co.	Spring term Circuit Ct., '69.	Fined \$100		June 8 1869.	
10	Abraham Malphus.	Manslaughter.	Hamilton Co.	Spring term Circuit Ct., '69.	Fined \$150	Priso'r to be det'd in prison.	Aug. 1 1869.	

COMMUTATION OF SENTENCES—1869.

NO.	NAMES.	CRIME.	WHERE CONVICTED.	WHEN CONVICTED.	SENTENCE.	WHEN TO BE EXECUTED.	WHEN COMMUTED.	TERMS.
1	Bill Morgan.	Murder.	Alachua Co.	Fall term Circuit Ct., 1868.	To be exe'd	November 23, 1868	Jan'y 27, 1869	Imprison't for life.
2	A. McCall.	Murder.	Alachua Co.	Fall term Circuit Ct., 1868.	To be exe'd	November 28, 1868	Jan'y 27, 1869	Imprison't for life.
3	Samart Walker.	Murder.	Alachua Co.	Fall term Circuit Ct., 1868.	To be exe'd	November 28, 1868	Jan'y 27, 1869	Imprison't for life.
4	Abraham King.	Murder.	Madison Co.	Spring term Circuit Ct., 1869.	To be exe'd	June 11, 1869	June 7, 1869	Imprison't for life.
5	Randal Reeves.	No record.	Columbia Co.	Spring term Circuit Ct., 1869.	1 yr & 80 days		June 8, 1869.	Im. \$10 fine and costs.

SUSPENSION OF FINES.

NO.	NAME.	CRIME.	WHERE CONVICTED.	WHEN CONVICTED.	DATE OF SUSPENSION.	TIME.
1	Frank Brooks.	Larceny.	Jefferson County.	Fall term Circuit Court, 1869.	December 15, 1869.	Until further orders.
2	John Connors.	Carrying concealed weapons.	Monroe County.	Spring term Circuit Court, 1869.	December 20, 1869.	Until further orders.
3	Pony Ford.	Arsen.	Leon County.	Spring term Circuit Court, 1869.	December 24, 1869.	Until further orders.
4	Isaac Lewis.	Larceny.	Leon County.	Spring term Circuit Court, 1869.	December 24, 1869.	Until further orders.
5	Moses Bland.	Larceny.	Leon County.	Fall term Circuit Court, 1869.	December 24, 1869.	Until further orders.

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REPORT OF COMMISSIONER OF IMMIGRATION.

OFFICE OF COMMISSIONER OF IMMIGRATION,
December, A. D. 1869.

To His Excellency HARRISON REED, Governor of Florida:

Pursuant to the requirement of the Constitution, and in accordance with the provision of the law providing for the organization of a Bureau of Immigration, I have the honor to render the following report of my official acts, of the receipts and expenditures of this department of the State Government, and of the requirements thereof:

Accepting the position of Commissioner of Immigration in January of the current year, I entered immediately upon the duties of the office, fully impressed with a sense of the importance, to the future growth of the State, of a diligent and efficient discharge of those duties, but with no great confidence in my own competency to fulfil the necessary requirements of the position, and with little expectation of any very marked success to be attained immediately.

The necessity for some sort of organization, such as is indicated in the Constitution, and for so much legislation as should, at least in a general way, point out definitely the duties, set forth the aims, and prescribe the powers of the Commissioner, immediately presented itself; and, in view of any active measures on the part of the Commissioner, some provision must needs be made for the necessary funds with which to work.

If any steps had ever been taken to secure such organization, or any progress made, no traces of those steps, and no indications of such progress, remained. But, the Legislature being in session, immediate action was necessary; and although the importance here was very generally conceded, still it was, to most, a new and unusual topic of legislation, and no expectation of anything like perfect or exhaustive legislation was entertained. But it was intended to construct a skeleton, or framework, which should give the main and leading features that would, of necessity, enter into and become prominent characteristics of any sound and practical scheme for the encouragement and promotion of immigration.

The general lack of appreciation of the potency of a strong

immigration to foster the rapid growth and development of the resources of the State, and the straitened condition of the finances, with the inherent difficulty of uniting simplicity, economy and efficiency, as dominant characteristics of the same plan, made it exceeding difficult to execute the determination to ask for what was absolutely necessary, and dispense with everything that could be omitted in the way of legislation.

But such determination existed and was adhered to, and resulted in the presentation and enactment of the following act, which was approved, and became a law:

AN ACT TO PROVIDE FOR THE ORGANIZATION OF A BUREAU OF IMMIGRATION.

The People of the State of Florida, represented in Senate and Assembly, do enact as follows:

SECTION 1. The Commissioner of Immigration, with such deputies as he may from time to time, under the authority of law, appoint, are hereby constituted a Bureau of Immigration, pursuant to the requirements of the Constitution.

SECTION 2. It shall be the duty of the Commissioner to supervise and direct all officials connected with and employed by the Bureau, to prepare, publish and disseminate such publications as he may deem necessary for a full understanding at home and abroad of the objects and purposes of the Bureau, and of the inducements which Florida offers to settlers.

SECTION 3. The Commissioner shall have exclusive direction and control of all agencies that may be organized by himself, or established by law, for the encouragement, assistance and protection of immigrants from abroad; he shall be empowered, on the part of the State, to make such arrangements with railroads, and other companies, for the transportation of passengers and freight, by land or water, whether within or without the State, as will promote immigration to the State, and are practicable with such means as may be granted by the Legislature.

SECTION 4. The Commissioner is empowered, in his discretion, to co-operate officially with the Agricultural and Immigrant Associations of the State, and of the various counties, in the encouragement of immigration, and shall direct the selection, revision and publication of such papers and documents of those societies as may be authorized by the Legislature.

SECTION 5. The Commissioner is authorized to receive, as Trustee of the State, all lands which may be given gratuitously by proprietors for settlement; and to make arrangements for the location of immigrants thereon; and all lands in this State, which by written agreement with the Commissioner, may, by the owners thereof, be subjected to gratuitous settlement and occupation, in lots of twenty acres or more, shall be and remain exempt from taxation, so long as they shall continue so subject to gratuitous settlement, under the direction and control of said Commissioner.

SECTION 6. The Commissioner is also empowered to act as joint attorney, in behalf of both vendor and vendee, when they may so elect, of lands within the State, receiving such accurate descriptions and surveys, with such evidences of title as he may direct, and with all necessary powers of attorney to convey the same, at prices fixed by the vendor in his descriptive schedule, keeping such schedules on file in his office, open to the inspection of all, and publishing from time to time, without expense to the State, complete lists of such lands; and the Commissioner, in cases of sale of such lands, may retain not exceeding four per cent. of the price

fixed in the descriptive schedule, to defray the expense of advertising and selling such lands.

SECTION 7. The Commissioner shall keep an accurate record of his official doings, and make an annual report thereof, which shall be printed and distributed to the Legislature during the first week of its annual session.

SECTION 8. The Commissioner shall, as soon as may be, with the advice and assistance of the chief judge of the Supreme Court, and of the Attorney-General, prepare, publish and distribute to immigrants, a digest of the laws of the State in reference to the tenure and transfer of real estate, and a schedule of the State system of taxation, with such comparison with similar laws of other States as he may deem best.

SECTION 9. The Commissioner is empowered and directed to procure and use, in his official documents and papers, an official Seal, representing the arms of the State, and including his own official title.

SECTION 10. The Governor shall cause the Surveyor-General to provide and deposit with the Commissioner of Immigration a set of maps of the different counties of the State, in which the lands belonging to the State and the United States shall be designated, and under the same regulations for monthly statements of sales, and in regard to inspection, as provided in the "Act to provide for a correct list of the owners of real property in the several counties of this State," approved August 6th, 1868.

SECTION 11. The Commissioner shall receive, in addition to the salary fixed by the Constitution, his actual expenditures for printing and postage, and for necessary travel in the performance of his official duties; and he shall be allowed to expend, in the establishment of necessary agencies, in advertising, and in defraying contingent expenses incurred in executing the plans herein embodied, an amount not exceeding two thousand dollars per year; he shall keep an account of such expenditures and of his actual and necessary travel; shall certify under oath before a judge of some court of record to the accuracy and justice of his account; and the same shall be payable at the time and in the manner provided for the payment of his salary.

Approved February 1, 1869.

HARRISON REED, Governor.

And in consideration of the large amount of State lands, under the control of the Trustees of the Internal Improvement Fund, and the policy of keeping the Board of Trustees fully informed of the operations of the Bureau of Immigrations, so that the duties of all could be so discharged as to enable each to assist the other, an act was presented and enacted, making a close connection between these two Departments, which is as follows:

Act Constituting the Commissioner of Immigration a member of the Board of Trustees of the Internal Improvement Fund:

The Commissioner of Immigration of the State of Florida is hereby constituted a member, *ex officio*, of the Board of Trustees of the Internal Improvement Fund of the State of Florida.

Approved February 1st, 1869.

HARRISON REED, Governor.

And brief and simple as are the above enactments, they have answered, so far, a very good purpose; and although a year's use has shown the necessity of somewhat enlarging the capacity, and increasing the means of the Bureau, there is at present

no necessity or suggestion of the repeal of any portion of the existing law in relation to immigration.

It has been discovered in the experience of other States, and particularly in the West, and it is readily suggested by the common sense of every one, that reliable statements of the condition, character, and resources of any State or section, to which immigration is desirable, or is desired, together with a full exposition of the peculiar and characteristic inducements which can be and are in reality offered to attract thereto immigration from other parts, are at once the simplest, cheapest and most effective agencies that can be adopted to effect the desired end, and come first in the order of precedence for adoption.

The immigration from the Northern and Eastern States and from foreign nations had been of such large proportions, such long continuance, and had proceeded with so steady a flow to the West and Southwest, and so much had been done by the Western States, and by powerful and wealthy corporations who were large land holders, that it was evident that something more than usual effort would be required to effect a diversion to the South of some portion of this vast and steady flow of immigration.

It was within the knowledge of many, that the State of Florida, although the earliest settled was the least known of all the States, and it was apparent on slight investigation that with the exception of the occasional letters of chance travellers, or of peripatetic invalids, who had been charmed by the mildness of our climate and the profuse luxuriance of vegetable life, little had ever been published to the world of a reliable and credible character concerning the State.

His Excellency Governor Reed, previous to the existence of the vacancy, the filling of which resulted in my appointment, had foreseen the necessity of providing some means by which Florida could be put upon an equality with her sister States in the matter of showing forth the attractions which she really possessed, and before receiving the appointment of Commissioner, I had already compiled from various sources a pamphlet of some 150 pages descriptive of the State, its climate, soil and productions, and sketching its history, giving its natural features and social condition, and an account of its resources and the inducements offered for immigration. But although the matter for the book was prepared and partly printed, it was impossible to finish the printing immediately, and in the meantime there must of necessity be some means of supplying the demand for information that existed, and was increasing continually. Until the book prepared for the State appeared, this demand was supplied by a distribution of some 2,500 copies of a similar book already published by private parties.

The State book appeared early in the season, and since the organization of the Bureau has been quite largely distributed, and although with no pretensions to literary excellence, has been found to contain a large amount of precisely the information desired by those who think of Florida as their possible new home. Two years ago it was exceeding difficult to obtain any information whatever in the remote parts of the country concerning our State, its people, their disposition, the openings offered to capital and industry and enterprise from abroad, what crops were usual and practicable, and the thousand other matters of interest to any disposed to come. But within a year upward of 7,000 books, descriptive of the State, have been distributed in Europe and in every one of the States and Territories, and mainly in response to actual and direct requests.

Now a decided change in this respect is perceptible, and in a recent communication from my Assistant Commissioner in New England, he says that he receives, as manager of the New England Colonization Society, more inquiries about Florida than about any other Southern State, or indeed the whole South together. Most of these inquiries are fairly and satisfactorily answered in the books which have been distributed, and the advertising the books, and then, as a general rule, sending them only to those who request them, has operated to give additional weight and credibility to the statements made.

Theoretically reconstructed, and actually so, so far as legal enactments could avail, still all of the Southern States have, until recently, at least, been in a partially disorganized social and economic condition, and on this account, as well as from other causes, there has been prevalent a sort of indifference to the possible good results that might be expected from a large accession to the population and labor capacity and capital of the whole South, which amounted to and was equivalent to an actual opposition.

Our own State, advanced as she confessedly was in the restoration of order and quiet, differed in this respect from her Southern sisters only in degree. Hence, there existed a necessity of arousing the attention of the public to a fair and full comprehension of the possible and probable power of immigration in perfecting the grand and glorious work of reorganization and recuperation. This was attempted through the two legitimate and always efficacious agencies of the public press and public discussion. Public meetings, either independently or in connection and co-operation with other kindred gatherings, have been held in various sections of the State, and through the sagacious liberality of the conductors of the press throughout the State, free access to the general mind has been given through the local newspaper press. Indeed it is but fair and just, as well as truthful, to say

that not one word of opposition to the proper and legitimate prosecution of the work of this department has been heard from the newspapers of the State, and none can estimate the powerful aid thus rendered.

By Sec. 4, "the Commissioner is empowered, in his discretion, to co-operate officially with the Agricultural and Immigrant Associations of the State, and of the various counties in the encouragement of immigration, and shall direct the selection, revision and publication of such papers and documents of those societies as may be authorized by the Legislature."

This has been found one of the best provisions contained in the law. Some two years since, on the occasion of a gathering of representative men from various sections, the subjects of agricultural improvement and immigration became prominent topics of discussion, and the result was a determination, subsequently carried out, to form a State Society, with auxiliaries in the various counties, to hold these two subjects prominently before the public attention. This proposed State Society was subsequently formed, extending a cordial invitation to the people of the different counties throughout the State to unite in forming county and other local associations, for the promotion of the leading purposes of the State Society. Several county associations have been formed, and by their joint action much good work has been accomplished, both directly, in the way of exciting general interest in the increase of immigration, and the cultivation of a general desire for improved means and processes in the cultivation of the soil, in the general adoption of which will be found the most powerful agency for the substantial development of the manifold resources of the State; and indirectly in the promotion of that general kindly feeling which always results from a co-operation in good works, and which will do much to remove, ultimately, that doubtfulness of a cordial welcome that has deterred so many thousands from making their permanent home in the "Sunny South."

Looking upon the co-operation of this Society, and its auxiliaries, as an agency of great value in accomplishing the work of this Department, their assistance was solicited at their first meeting held after the enactment of the law at Lake City, and the exceedingly cordial and unanimous response, giving assurance of the individual and collective sympathy with and approval of the legitimate work of the Bureau, was very gratifying and full of encouragement.

Composed, as these societies are, in the main, of actual cultivators of the soil, having many large landholders, and by the very existence of the societies, verifying their sagacity, far-sightedness and disinterested devotion to the common good, they have the power, moral, intellectual, and material, to give the most efficient assistance; and I look upon the securing of

this assistance as ample compensation to the State for the expense of this Department.

At the meetings of the State and county societies valuable papers and essays and discussions occur, which, if published, would often be of great service to the State at large, both as instrumental in inducing a greater variety of crops, and more intelligent and profitable methods of cultivation, and as conveying more satisfactory and reliable statements in regard to the capacity and resources of the State than can be obtained from any other source.

The press of business in organizing the Bureau and conducting the necessary correspondence, and the cost of the publications made, have, so far, prevented the selection and publication of any of the essays read to the societies, but in the future it is intended, by such publication, to make the papers of the Society more widely useful.

While the Constitution properly requires the offices of the Cabinet officers to be kept in Tallahassee, the fact that by far the larger portion of those who come into the State, first arrive and are accessible to the direct and personal influences of the Bureau at other places than Tallahassee (within a twelve-month it is estimated that more than 15,000 have arrived at Jacksonville alone), has made the establishment of other agencies and depositories of information in places within the limits of the actual flow of immigration, imperative. While then the main office or headquarters of the Bureau has, pursuant to the Constitution, remained at Tallahassee, the business office has of necessity been located at Jacksonville, and from time to time agencies, temporary or permanent, have been opened in other places, but only to a very limited extent, from a determination to keep within the limits of expenditure prescribed.

In April last, finding that the New England Colonization Aid Society was still in existence and disposed to turn its attention towards the South, I tendered the appointment of Assistant Commissioner of Immigration for Florida to Rev. S. W. Bush, of Boston, who, as an active member of the N. E. C. A. Society, and as the editor of an excellent and widely read newspaper—The Christian Register—had a very good opportunity to give us efficient aid, if so disposed. Mr. Bush accepted the appointment, and subsequently established in Boston a Colonization Bureau for the promotion of Southern Immigration, and is now publishing a paper in that interest, which contains in each issue an advertisement and full notice of Florida, and, being distributed freely, has a wide circulation. Copies of this paper will be furnished the Legislature for examination. Mr. Bush has given much and very valuable assistance, and has proved an active and efficient officer. Mr. Bush's address is 26 Chauncey street, Boston, Mass.

Recently, at the beginning of the autumn immigration, I appointed Herbert Reed, Esq., for the time being, an Assistant Commissioner to act in New York city, and in connection with his ordinary business, he allows his store—250 Fulton street—to be used as a depository of books, and will give information as to the State to all applicants. Engaged in the purchase and sale of Southern produce, and personally cognizant of the capacity of the State, I am confident the arrangement will prove a good one.

What should be the policy of the State and the Bureau in the employment of outside agencies, is a question of great importance and no little difficulty.

THE IMPORTANCE OF IMMIGRATION.

A full and fair appreciation of the importance, in every point of view, of immigration, is necessary, both to vindicate the establishment of a special department of the State Government expressly to give proper encouragement to its introduction, and as a stimulus to the use of efficient means to accomplish it.

Few topics have ever presented such powerful, indeed almost startling claims to the attention of the civilized world, or more effectively challenged general investigation, speculation and reflection.

This is by no means a new topic of thought. Immense movements in the way of emigration and corresponding results from immigration, amazed the world in the most ancient times, of which we have any record. From Northern to Southern Asia, in the earlier periods; from Eastern Asia to Western, and from Western Asia to Europe and Africa at a later, but still early period; from Northern to Southern Europe and from Southern Europe to Africa; and finally from Europe westwardly and from Asia eastwardly to the inviting fields of this Western Continent; the immense flow of this great tide of living humanity, now fluctuating and uncertain, and at another time steady and strong, has from period to period astonished the world.

But in all History nothing can be found so wonderful, both in magnitude and continuance, as that strong and steady flow of migratory thousands, which from East and West, like a river, small and inconsiderable in its beginning, but with increasing volume, has poured its living tide into this Western World.

Study and thought have been attracted towards it; statistical science and political economy have exhausted themselves over it for years, and yet it stands to-day first and foremost among the difficult and intricate enigmas of political and social science. It is only latterly that it has been recognized as one of the most important and commanding elements of national progress and decadence; and that successful efforts have been made to subject its mighty movements to some sort of law, and to ascertain

the agencies of repulsion and attraction which, acting conjointly, give weight and direction to its stream.

But from known facts in regard to its sources, magnitude and direction, and by comparing the situation of our own country with that of foreign nations, it is not difficult to deduce a few general principles of universal application.

Thus we know that political oppression, religious intolerance, low rates of wages, severe taxation, and actual want have operated powerfully to drive men and women from the homes they loved, to new and strange lands.

On the other hand, and particularly when considered with reference to our own favored land, it is equally certain that high wages, cheap lands, facility of access, light taxes, and above all democratic institutions where the determination of national character is left to the action of the people themselves, and where the government is a government of all, to be exercised by all, for the common good of all, have proved themselves to be among the most effective inducements that can be offered to attract immigration from abroad.

But in order to gain any appreciation of the possible benefits that may result to our own State from immigration, it becomes necessary to consider its extent, its relative importance in giving an increase of population, and its actual value, merely in a pecuniary point of view.

First then in considering its importance, let us look at facts that may be adduced directly from the census or from the many essays and documents that have appeared upon this subject.

From the statistical records we find that there arrived in the single port of New York, in the years from 1847 to 1859, embracing a period of twelve years, from foreign nations 4,038,991 men, women and children. Here there is in twelve short years an absolute addition to our population from abroad of one million more than the population of the whole country, at the time of the American Revolution. And the figures show during recent years an average annual increase of more than 300,000 souls, or more than one ninth of the population of the United States, when our own national independence was achieved.

From reliable official statistics, we find that from 1820 to 1855 the following is a correct account of immigration:

1820.....	8,385	1832.....	60,482	1844.....	78,615
1821.....	9,127	1833.....	58,640	1845.....	114,371
1822.....	6,911	1834.....	65,365	1846.....	154,416
1823.....	6,354	1835.....	45,374	1847.....	234,908
1824.....	7,912	1836.....	76,242	1848.....	226,527
1825.....	10,190	1837.....	19,340	1849.....	297,024
1826.....	10,837	1838.....	38,914	1850.....	269,980
1827.....	13,875	1839.....	68,069	1851.....	379,466
1828.....	27,382	1840.....	84,066	1852.....	371,603

1829.....22,520	1841.....80,280	1853.....368,645
1830.....23,322	1842.....104,565	1854.....427,883
1831.....22,633	1843.....52,496	1855.....200,877

Thus giving the evidence of an aggregate increase of our population of 4,132,624, and a careful study of these figures will verify the assertions heretofore made; for the largest immigration is to be found when political uncertainty or famine in Europe expelled by hundreds of thousands the population of one continent, or the discovering of gold in California, in combination with other causes, invited with persuasive force the incoming tide of men to another.

Or, to present the statistics of a more recent period; we find that from 1856 to 1868 inclusive, immigration from abroad reached us as follows:

1856.....200,436	1863.....176,282
1857.....251,306	1864.....193,418
1858.....123,126	1865.....248,120
1859.....121,282	1866.....318,554
1860.....153,640	1867.....298,358
1861.....91,920	1868.....297,215
1862.....91,967	

Thus giving us in thirteen years an absolute increase of 2,565,644.

And here, as a matter of intrinsic interest, as well as with reference to its possible bearing in any selection of immigration, I will add the following table of derivation as applicable to the last. The immigration of the last 13 years was, from

British Isles.....1,215,600	Germany and Austria...911,426
British America.....103,531	China.....65,943
Sweden and Norway...53,289	Holland.....11,205
Denmark.....13,043	Belgium.....8,245
France.....49,383	Spain.....10,340
Switzerland.....24,589	West Indies.....10,745
Italy.....13,088	Russia.....1,761
Hungary.....487	Poland.....2,209
Azores.....1,583	Portugal.....2,090
Central America.....3,351	All others.....48,320
South America.....2,452	

This whole matter presents itself in another and by no means feeble light, when we seek, from the ascertained results, some measure of the relative value of immigration in giving increase to our population.

Statistics, and the most reliable estimates that are practicable lead to the conviction that since 1790, immigration has added directly to the population of the United States, at least, 6,500,000. As measured by all known rules applicable in ascertaining a general ratio of natural increase, this vast immigration, with its regular natural increase, must now amount to some 21,000,000, which is full two-thirds of the population of the United States by the census of 1860. For this last statistical view I

am indebted to a valuable report by Hon. James O. Noyes, the Commissioner of Immigration for Louisiana, and I shall have occasion more than once to have recourse to this document.

Mr. Kapp, one of the New York Commissioners of Emigration, in a powerful paper read to the Social Science Association, gives many interesting and useful statistical conclusions upon the extent and value of immigration, which will also be quoted.

The census shows the natural increase of population, ascertained by the excess of births over the loss by death, to be 1.38 per cent., which would give an increase in ten years of 11 per cent., nearly. But the census gives the actual increase of our population from 1840 to 1850 as being 35.87 per cent., and from 1850 to 1860 as being 35.59. So that it is absolutely known that of the actual increase of our population, only one-third is attributable to an excess of births over deaths; or in other words, it is made certain that we owe more than two-thirds of our actual increase to immigration.

Considering next, immigration in reference to results other than are involved in a mere increase of population, let us look at the pecuniary value of the known immigration to the whole country. In the first place is inserted a quotation from the Louisiana Report, showing its value to that State:

"By actual investigation it is found that the immigrant brings to this country for every man, woman and child, an average of one hundred dollars. This is merely the money value. The productive capacity of the able-bodied immigrant is worth at least nine hundred dollars. The two would amount to one thousand dollars. From 1850 to 1860, the average number of immigrants was 260,000 per year. During the last three years it has reached 300,000. At one thousand dollars each, the annual immigration is worth to the United States \$300,000,000. In ten years it would amount to a greater sum than the national debt.

"Look at it in another way. The census shows that the annual average value of the labor of Massachusetts, per capita, in 1860 was two hundred and twenty dollars, for each man, woman and child, independent of the gains of commerce. Suppose that of the immigrant to be worth but one hundred dollars, and that we shall be able to induce ten thousand immigrants per year to settle in Louisiana, we would have in ten years the following aggregate:

First year, ten thousand,	\$1,000,000 00
Second year, twenty thousand,	2,000,000 00
Third year, thirty thousand,	3,000,000 00
Fourth year, forty thousand,	4,000,000 00
Fifth year, fifty thousand,	5,000,000 00
Sixth year, sixty thousand,	6,000,000 00
Seventh year, seventy thousand,	7,000,000 00
Eighth year, eighty thousand,	8,000,000 00
Ninth year, ninety thousand,	9,000,000 00
Tenth year, one hundred thousand,	10,000,000 00
Total	\$55,000,000 00

"That is, we would have in ten years an addition of one hundred thousand to our population and fifty-five millions of dollars to our wealth, or rather sixty-five million, including the money brought into the country by the immigrants themselves. This enormous sum equals one fourth of the taxable property of the State. These figures are positively startling!"

Are they not indeed startling?

But probably actual results would warrant a still more startling conclusion.

According to Mr. Kapp, there arrived in New York alone, between May 5, 1847, and January 1, 1859, 4,038,991 immigrants, bringing in cash \$37,500,000, which shows the average share of each to have been \$150. But it is a fair estimate to suppose that an immigrant of any given productive capacity is worth as much as a native of equal capacity costs. It is estimated that every native born, above the age of fifteen years, has actually cost, on an average, \$1,125. Estimating the worth of an immigrant at the same sum, and adding the average amount of \$150 as actually brought by him, and his arrival adds \$1,275 to the productive capital of the country. At this rate, the actual aggregate increase of our population would give us an aggregate increase of capital amounting to \$5,149,713,525, which would show an actual increase of capital each day of \$1,300,000.

But the actual benefit to be derived from immigration, cannot be accurately measured by the mere increase of population and of capital; astonishing as are the conclusions already reached. And true as this general statement is, it is still more forcibly true as applicable to an immigration to the South that will be largely composed of citizens from other states.

As a general rule, the immigration that may be expected will not be, in the main, made up of the idle, the vicious, the indolent or the ignorant, neither is it composed of the old, the feeble or the helpless. The young, the strong, the active, the enterprising will come. The loss which other states and nations will experience in the departure of the prime and strength of their manhood, and the bloom and youth of their womanhood, will most emphatically be than gain.

Let us now, in the light of the facts cited, endeavor to ascertain, as nearly as possible, the actual increase of population and of capital that under different conditions would result from a given immigration to Florida.

With an annual immigration of 10,000, and applying thereto the rate of natural increase of our native population, viz., of 11 per cent. in 10 years, and in ten years the population of Florida would amount to 272,300, very nearly.

And the increase of capital, measured by the smaller estimate, would be \$55,000,000.

In 1850 the amount of real and personal property in Florida was \$22,862,270, and in 1860 it was \$73,101,500, giving an increase in the ten years of \$50,230,230.

But, as before, taking four States distinguished by more than common energy in soliciting, and success in inducing immigration, say, for instance, Illinois, Wisconsin, Texas, and Iowa, the average per centage of increase during the same ten years was 660 per cent. Now supposing the aggregate of the valuation of real and personal property in Florida, as ascertained in 1850, through the same period, to have increased in the same ratio, as it is supposable it would have done under the same stimulus, and instead of the actual valuation of property as ascertained in 1860 of \$73,101,500, we should have had a valuation of \$482,490,900, which gives us a difference that an equal rate of immigration would have caused of \$409,368,400.

But this is only a weak estimate of what might be accomplished by proper efforts.

The population of Florida in 1850 was 87,445, in 1860, it was 140,425, giving it a per centage of increase of 60.59 per cent.; and the per centage of increase from 1840 to 1850 was 60.52 per cent. But taking the four States which have received the largest immigration without any remarkable stimulus, like the discovery of gold, as in Oregon and California, to exert an undue influence, we find that they received the following per centage of increase: Wisconsin 154 per cent., Texas 184 per cent., Iowa 251 per cent., and Minnesota 2,760 per cent. And the average per cent. of increase is 837 per cent.

Had Florida, having in many respects equal, and in some respects superior attractions, made the same efforts to attract immigration, and succeeded in the average degree of the four States mentioned, she would to-day have had a population of 1,315,782, as against her present actual population by the last census of 140,425.

On taking another view, look at the comparative density of population in different States. In 1860 Florida had a population of 2.37 to the square mile, while Massachusetts had 157.83. In the one State so dense was the population that schools, churches, and all the conveniences of neighborhood, and all the advantages and blessings of social life were within the reach of every one, indeed close at hand, while such a thing as a "remote" settlement was unknown. In the other, the population was so thin and scattered that, were the square miles in its area arranged together in a straight line, and the actual population of each, stationed at regular intervals, each might be provided with a buck-shot gun and exchange shots either way along the line with very little danger of a wanton destruction of human

life, and yet the line would reach twice around the globe. With a density equal to that of Massachusetts, Florida would have now a population of 9,263,000.

These calculations might easily be extended almost without end, and, by different arrangements and comparisons, conclusions as numerous as the leaves could be reached; but enough has been shown to vindicate fully the policy of making this matter of immigration the special charge and duty of one department of the State government, and full enough to show that the expense and labor and thought that may be given to this matter are indeed well bestowed.

The above recital of the possible effects that, under supposed agencies conducted with the energy and success that have been assumed, will, of course be liable to objection as improbable and not to be expected. But, nevertheless, they must of necessity do much to arouse in the minds of all who notice them a new and strong sense of the possible influence for good of energetic and judicious action to encourage and foster a large immigration.

The success of the measures taken will depend largely upon the proper appreciation of the desirability and practicability of securing a large immigration, and then upon the character of the agencies adopted, and the energy and discretion employed in their use.

The first, the cheapest and the most effective of all these agencies will always be found, certainly for Florida, in a full but simple and truthful recital of the manifold attractions and inducements which really belong to her, and a widely distributed publication of such statement, so managed as to attract the attention of all who have, or may be caused to have a disposition to change their abode.

The little book already prepared for the State, and widely distributed, has accomplished its work quite effectually. It was intended to be a fair and truthful setting forth of the characteristics of the State, and having acquired that reputation, is reported to have made a good impression.

But the edition is nearly exhausted, and it will soon be necessary to supply its place; and as the publication of such a book always costs the State more than it would an individual, it is well worthy of consideration, whether the publication of tracts and circulars being continued by this Department, if a demand is found for a larger book, it would not be well to encourage its publication by private parties, they being authorized, under supervision of this office, to make such publication in the name of the State and to put a reliable map in the book, and receive advertisements to some extent to assist in defraying the expense.

The desirability of a strong immigration, and the expediency and sound policy of using the most efficient agencies in securing it, have been universally conceded and known by the dwellers in the Western and Northwestern States. These States have looked upon their different immigration bureaus and agencies, by whatever name known, as of the highest importance. They have endowed them with ample means for active operation at home, and have enabled them to employ, at liberal rates of compensation, effective agents in the leading cities on the sea-board in this country, and similar agents to reside abroad, and there to operate in favor of their various States, upon the different streams that go to make up the grand tide of western immigration. They have published and distributed with lavish hand books, circulars, and maps. And as individuals, in prosecution of their own business, find a liberal advertisement of their own ability to meet current wants to be the best economy, so these States have, without exception, reaped unexpected and incalculable benefit in their policy of inviting immigration, and have received returns in direct proportion to the liberality of the policy pursued.

This fact is incontestably proved by the figures of the last census. Among the States, the four that have especially distinguished themselves by the liberality of the inducements offered, and the activity and energy of the agencies employed, are—excluding those upon whom extraordinary influences have been brought to bear, as was the case with California and Oregon—Texas, Wisconsin, Minnesota and Iowa. The increase of population received by these States in ten years preceding the census of 1860 amounted to the following percentage, viz.: Wisconsin 154 per cent., Texas 184 per cent., Iowa 251 per cent., and Minnesota 2,760 per cent. Such results demonstrate conclusively the efficiency of the means employed.

Well knowing these facts, and equally aware that in the future as in the past, the same results might be expected to follow the same causes, had the means of setting similar agencies in operation been in my hands, I could have had little hesitation in determining the question of policy.

But, in the experience of all these States, it had been demonstrated, that agencies in the very countries where were the sources of the great tide of immigration, were far the most effective, for they could materially assist in giving, in the beginning, any desirable direction to the current before such direction had been determined, and when, as yet, little momentum had been acquired. Next to these in efficiency were the agencies in the great Northern cities, which could operate upon the incoming flood, and by giving reliable information as to their

several States, and aiding in securing reduced rates of transportation, could exert a powerful influence.

But with us there were two serious obstacles. First, there was no general and vivid sense of the vast importance of immigration considered with reference to the rapid and certain development of the State; and second, the financial condition of the State, although by no means discouraging as to the future—having infinite capabilities and a comparatively small State debt—was one of embarrassment and complication in the present.

Hence there existed slight disposition to expend largely in promoting immigration, and little means on hand for that purpose.

In this juncture it was recollected that liberal grants of land, either directly to immigrants, or to railroad or other companies making the introduction of immigration a specialty, and the sale of public lands on almost nominal terms, with an exemption of such lands from taxation for State and county purposes, for a limited time after occupation, had been prominent among the inducements offered by other States. Florida had in possession some seven to ten millions of such lands, lying vacant and unoccupied, and contributing nothing to the expenses of the State Government, and apparently of such little value in the general consideration, that while no man could estimate their quantity within a half million of acres, the acquisition of several millions more only awaited energetic and combined effort on the part of the Representatives of the State; and the suggestion whether, as had been often done in other States, these lands could not be made use of in stimulating immigration, and so save a vast expenditure of money, and secure the great ends of simplicity, economy, and freedom from complication to the State Government, readily occurred.

Frequent correspondence had been held with various companies having immigration and the sale of lands in view; but as with them the control of large amounts of land had been an indispensable prerequisite to the commencement of any negotiation, and as I had no such control to impart, no arrangement seemed possible.

But meeting some of the active members of one of these companies in New York, in September last, and a majority of the Board of Trustees of the Internal Improvement Fund being also present in the city, a proposition was made by the Company to the Trustees which, with some modifications, seemed worthy of acceptance. Accordingly, a meeting of the Board of Trustees was held at Tallahassee on the 22d of October last, and continued on subsequent days, and the whole subject was

carefully considered and thoroughly discussed. It appeared from a careful inspection of the Act creating the Board and defining its powers, and of all subsequent legislation upon the subject, that while the encouragement of a liberal system of Internal Improvement was the primary cause of creating the Board, and entrusting to them, under certain specific restrictions, the control and disposal of the State lands; still, plenary power was specifically given them to affix absolutely the prices of the lands, and they were directed so to regulate the prices, and so dispose of the lands as to encourage their drainage and improvement, and so as to stimulate their settlement and occupation. Power was also given them to grant rights of pre-emption to actual settlers, but in such case the pre-emptionary right was restricted to one section to each settler.

After this thorough discussion and full consideration, the original proposition of the Company was so modified, and restrictions so severe were imposed, that the proposition was at one time withdrawn; but after further conference and consideration, the proposition was renewed, and on the 26th day of October, the following preamble and resolutions were adopted in a meeting at which all the members were present, and with only one dissenting vote:

"WHEREAS, The New York and Florida Lumber, Land and Improvement Company have made a proposition to the Trustees of the Internal Improvement Fund of the State of Florida, whereby said company propose to establish agents in all the principal sea-board cities of the United States, in Canada, England, Germany, France, Italy, and the south of Europe, in order to promote and establish immigration to the State of Florida, and to furnish such immigrants full and complete information as to the climate, soil, productions, and other advantages of the State, by a re-publication and translation of the book entitled 'Florida,' together with maps, and all such other authentic information as may be practicable, and to furnish such immigrants low rates of passage to their respective points of settlement or location in said State, and generally to take all such measures as may be calculated to promote and encourage immigration to the largest extent and in the most speedy manner.

"AND WHEREAS, The object of the State and of this Board, is to secure said immigration in the most speedy and effective manner which will tend directly to a great development of the material prosperity of the State, and to a rapid increase in the value of the real property of all the residents of the State.

"Now, therefore, it is Resolved, That authority be and is hereby given and granted by the Trustees of the Internal Improvement Fund of the State of Florida, to the 'New York and Florida

Lumber, Land and Improvement Company,' their successors or assigns, to select and locate from the lands belonging to the Internal Improvement Fund, one million one hundred thousand acres of said lands, which shall be designated and described upon the State Township Maps in the office of the Surveyor-General at Tallahassee, it being agreed and understood by and between said Board and the said Company, that in making such selection, said Company shall select such lands by quarter townships, and may take either the half or the whole of the Internal Improvement lands in any two of the quarter townships, viz.: of the Northeast or Northwest, or Southeast or Southwest quarter of any township.

"And it is further Resolved, That such selection and designation, when made as aforesaid, shall operate to reserve such lands from any sale or conveyance by this Board or by the State to any other person or parties for the period of three years from the first day of January, A. D. 1870, and during which time said Company may purchase, and this Board on behalf of the State will convey to said Company, their successors or assigns, their duly authorized agent or agents, or upon the order of said Company, all such lands at the rate and price of ten cents per acre, upon the following terms and conditions, to wit: The said Company shall be entitled to a deed from this Board at any time, on the payment for one hundred thousand acres of the land so selected, at the rate and price above mentioned, and on furnishing a bond to be approved by a Board consisting of the Governor of the State, the Attorney-General, the Commissioner of Immigration, and the Comptroller, conditioned for the actual sale, within two years from the first day of January, 1870, of such lands or of such portions thereof, to heads of families of male adults, who intend to become citizens or actual settlers in said State, or for the introduction of such heads of families of male adults within said State, at the rate and in the proportion of one settler to each half section in said one hundred thousand acres; such settlers to be brought from the Northern or Western States, or from foreign nations; also conditioned for the fulfilment of the proposals contained in the recital prefixed to these resolutions; and on failure to comply with said last mentioned condition, to pay fifty cents per acre for so much of said land as they may have failed to become entitled to, by non-compliance therewith, said bond to be filed in the office of the State Treasurer, and to be re-delivered to said Company for cancellation upon the performance of said conditions.

"That thereafter and from time to time as the company may require, and on payment for one hundred thousand acres more or less, and at the price first above mentioned of ten cents per

acre, together with evidence which shall be deemed satisfactory by a Board consisting of the Commissioner of Immigration, the Comptroller and the Surveyor-General, to parties as herein before specified, in the proportion of one settler to each half section of land, a deed or deeds for, and to such further sections as they, the said company may require, in the aggregate not to exceed the total amount herein above specified of eleven hundred thousand acres;

"And be it further resolved, That this Board will afford any and every assistance to the said company in the prosecution of this enterprise, which is calculated to promote the interest of the State, and as the measure of the value of property, and the prosperity of any community is determined by the number, intelligence and industry of its members, therefore, in recommending the citizens of our State to afford support and co-operation to the company in its legitimate efforts, we feel confident the citizens, residents, and property holders are thereby promoting their own interests, as well as those of the State, and lightening the burden of taxation by its distribution over greater numbers.

"Resolved, That nothing in these resolutions contained, shall exclude citizens from other Southern States from the right to become purchasers of any of said lands from said company for the purpose of settling thereon, but this Board will reserve the right to determine whether such citizens, so settling, shall be counted in determining whether the conditions of the bond required have been complied with."

Soon after the adoption of these resolutions, rumors of the nature of the arrangement spread abroad and excited considerable discussion, characterized more by apparent zeal for the public good than any particular knowledge of the actual arrangement proposed to be made. Having recently been notified of the acceptance of the arrangement by the company, a publication of the resolutions seemed proper and desirable.

It will be apparent on inspection, that under the arrangement made, the company can have no conveyance of land until they give satisfactory security that they will establish agencies at home and abroad, publish translations of the books issued, and distribute them, and bring a certain number of actual settlers into the State, the quantity of land limited to each settler to one-half the quantity to which pre-emptions were limited by the law. It is provided that when the company have fulfilled the required conditions, within a limited time, as far as the first 100,000 acres is concerned, to the satisfaction of three of the Trustees named, then they may proceed and have more land assigned upon the same terms; and, when it is considered that

a very large expense must of necessity be incurred before the conditions relating to the conveyance of the first instalment are fulfilled, the proposition seems to be a fair one.

It will also be observed that such is the nature of the arrangement, that any degree of success which may attend the operations of the company inuring to their profit, will necessarily involve an equal benefit to the State in the way of development, and a certain increase in the value of lands near settlements made. And any selection that should appropriate an undue share of good lands, leaving the refuse for the State, is rendered impossible, by reserving to the State, untouched, at least one half of the State lands in any township from which any selection is made.

As I have been informed since the acceptance of the company was indicated, land was offered them in two of the Southern States at half the price agreed upon here, with much lighter conditions; in another State at double the price without any conditions, and in another gratuitously and with very easy conditions; and much time and deliberation was given previous to any determination by the company.

With no space here to prolong any discussion in detail of the features of this arrangement, I may be excused for remarking that this is no new thing. Some fifteen years ago, Dr. John Westcott published a pamphlet, contesting the equity or legality of the grants from the Internal Improvement lands made to the railroads, and claiming the disposition of these lands to actual settlers at a nominal price, to be the original purpose and proper object of the law creating the Board. Never having seen or heard of the pamphlet, till after the passage of the resolutions, which I earnestly favored and urged before the Board, I take pleasure in quoting from the argument, as being forcible in itself and exactly applicable in the present discussion.

On pages 7 and 8 of his very interesting and sensible pamphlet, Dr. Westcott says:

"Who denies, that if we can get reclaimed and cultivated lands, producing abundantly of commercial agricultural products, and an extended commerce in naval stores and lumber, and a proportionate increase in population, in exchange for these swamp lands, that we have not been amply compensated and liberally dealt with by the *original proprietor*. Land in a state of nature produces nothing; it requires population to subdue it to agriculture; it requires population to develop the resources of our pine forests for naval stores; it is an object of the first importance to us, and an interest to all the Southern States to have the waste lands of Florida settled and made productive. Can it be judicious or wise to continue the dollar and a quarter policy, which we so strenuously objected to and tenaciously complained of, while this land was held by the General Government? Certainly not. Reduce the price to TEN cents per acre, for actual

occupancy, improvement, or use in limited quantities; create a sensation to produce a large immigration and this land at once go into the hands of individuals who will use it. Let it become private property. Hold out strong inducements that it may be made productive for naval stores or lumber; then, that which in a state of nature produces nothing, but is a source of annoyance, becomes a productive source of revenue, improving and increasing as long as agriculture advances or commerce flourishes.

By direct taxes alone, to be levied *equally* upon the property requiring protection in the State, as recited in the organic law, are we dependent for the revenue. Considering our present and prospective pecuniary liabilities, is it not of the first importance, that the millions of acres of waste land, now unproductive, should be reduced to tillage, or otherwise rendered of value? Thousands of "sections" of waste wilderness, are inviting settlement, and the arts of engineering and civilization, their value now, as mere property, is but little, compared with their value reclaimed, improved, and as the abode of an industrious and hardy agricultural, lumber, and naval-stores producing population. "Take a peep into the wilderness of Florida." Does it present in its present condition any cause for patriotic pride? No! It has presented the same picture for years and years under the *blighting* dollar and a quarter system. We say, invite people to purchase at low prices. They will buy, settle and reclaim, cultivate, or otherwise make it profitable. Soon our State would present anew the gratifying picture of industry, wealth, power, and all the attendants to a high and prosperous civilization. Florida covers an area of upwards of 56,000 square miles of land. She is the fifth largest State in the Union. Who does not believe, that if a liberal policy is pursued with the swamp and other lands; that if they are at once thrown into market at low prices, for actual improvement, the greater part would not at once, be taken, for immediate and profitable use; that we should have a corresponding population; and that we should soon rank for *profitable* agriculture, naval, stores, and lumber, as one of the first States in the Union? If we are not false to our destiny, this peerless grandeur is ours. Separate *distinctly* each particular fund; appropriate in good faith the moneys arising from the sale of lands of each particular class, to the objects as directed by the laws passing these 'apparent' donations to the State; put it to *'honey-fugling'*, and require the officers having the funds in charge, to make *frequent statements of their doings to the people*, and reduce under proper regulations the price of the 'swamp lands' to 10 cents per acre. Our population would soon be doubled; agricultural products doubled—exports of naval-stores doubled; transportation doubled; commercial facilities doubled; and hence the sure means of liquidating our liabilities doubled; and consequently, there would be no occasion of having our neighbors bewailing the disgrace of *'postponing'* State indebtedness."

Having earnestly fostered this enterprise from the beginning, I am gratified to be able to communicate the probability of that success which always waits upon the conjunctive exercise of energy, skill and fiscal capacity, as a matter of reasonable expectation. The means that must be used and the expenditures that must be made by the company to insure any degree of success, are precisely those which I should recommend to the State; and if in thus performing work which would otherwise fall upon the State, and in saving the State an immense outlay, this company shall so dispose of their lands as out of them to

promote at once a rapid development of State resources, and their own pecuniary advantage, for one, I shall consider it a matter for rejoicing.

The necessary correspondence of the Bureau has at times been very extensive and has required a very considerable degree of labor and thought. It is true that very many of the myriad letters of inquiry received could be easily answered; but it is also true that often a single letter will disclose so much of intelligent interest on the part of the writer, and make a satisfactory response so voluminous and in many cases so difficult, as to call for much reflection and investigation. Letters are occasionally received, a full reply to which would call for quite an exhaustive essay upon the condition, capacity, present condition and future prospects of the State.

In the more recent correspondence, indications are given of a more general disposition to seek favorable sites for colonies, good opportunities for the establishment of manufactures, and the securing of large tracts of land for the raising of cane, the establishment of nurseries, and the carrying on of market gardening upon a large scale. Every probability appears from the correspondence that the remarkable stringency of the money market at the North has alone prevented an unusually large immigration to our State, during the present autumn.

Hitherto, by far the larger portion of the immigration reaching our State by sea, has located in East Florida, and mostly in the valley of the St. Johns, and upon its tributaries. But many have looked over only this Eastern portion of the State and have returned dissatisfied, taking the portion which, as being most accessible, they have been most conversant with, as a sample of the whole State. Now it is nothing new to Floridians to say that the Eastern portion of East Florida is inferior to the Western part of the same section in natural capacity and fertility, and that the whole of East Florida, as a whole, is inferior to Middle and West Florida, in many particulars. And, were equal facilities of access given, there can be no doubt that the superiority of the Central and Western sections of our State for the raising of the staple crops, and for all ordinary farming, together with the comparative cheapness of the lands, would have attracted a much larger share of immigration.

Taking that portion of the State which extends from Columbia on the East to Jackson county on the West, and thence to the Gulf, it is doubtful if a superior tract of the same extent, in one body, can be found in any State of the Union.

But easy access to these desirable regions by the ordinary means of transportation, has been precluded by the exorbitant rates which have been hitherto charged upon the railroads, very much to their own detriment as well as that of the State.

A better state of things has been hoped for and expected from the new proprietors of the P. & G. and Fla. Cen. Railroads, since the purchase of the former road. Indeed, I was assured, during the summer, that a decided reduction of fare was in contemplation, and that very favorable rates would be established for the bringing in of actual settlers; and I was authorized to publish officially that such rates, as reasonable as I could ask, would be adopted. But, unexpectedly, a litigation sprang up which involved the validity of the title of the purchasers to the road, and this effectually extinguished for the time, all prospect of enlarging and making cheaper the means of travel through the State.

Latterly, there seems to be a cessation of hostilities, and I have assurances that a meeting of the Directors of these roads will soon be held, and a decided reduction of fares will be made. Such reduction, if made, taken in connection with the cheaper rates of living in Middle and West Florida, will induce a much larger visitation of those sections, and by a better acquaintance, a more accurate appreciation of the advantages offered to settlers and visitors therein. When once the natural fertility, beauty and healthfulness of Middle Florida is fairly understood, little effort will be required to induce a strong tide of immigration in that direction.

If it were possible, it might not be proper, in an official report of this nature, to set forth in full all the inducements really held out by our lovely State; still, I deem it proper briefly to allude to a few of the items in the long catalogue. Let me then here call attention to those inducements which the census shows to have been most efficacious in inducing immigration, viz.: cheap lands, accessibility, high wages and light taxes; all with democratic institutions.

Cheap Lands—In Florida there are probably 18,000,000 of acres of United States Government lands, many of good quality and in good locations, although somewhat remote from present settlements.

There are also some 8 or 10 millions of acres of State lands, in general, of good quality, but liable to the objection of remoteness. The United States lands are attainable in this State through Homestead entry alone. The State lands can be procured for \$1.25 per acre, as a general rule. In addition, there are large quantities of lands in private hands procurable for from \$1 to \$5 per acre. This consideration, forcible now, will be continually increasing in power, on account of the small and constantly diminishing extent of cheap lands East of the Mississippi.

Accessibility—No portion of the United States is to a greater extent directly accessible by sea, than Florida. She is of such

peninsular character and so surrounded by the Ocean and Gulf that she has upwards of 1,200 miles of sea-coast, and this is extremely accessible to any immigration that comes by sea. Again, by the means of the Apalachicola, the Suwannee, and the magnificent St. Johns, with the Ocklawaha, its main tributary, a very large proportion of the interior is almost equally accessible. European immigration directed to Florida could, at an equal expenditure of money and time, be landed at New York or in East Florida, and thus could save the long, expensive and uncomfortable conveyance by rail, which must necessarily be undergone by the settler in Iowa, or Minnesota, in Illinois or Missouri, by turning toward Florida.

High Wages—In reference to the wages paid for ordinary unskilled labor, it must be said of our State, as of all her Southern sisters, that such labor commands a better direct compensation at the North and West, than at the South; but if the immigrant cultivates the soil for his own benefit and the return for agricultural labor be considered, then Florida will compare favorably with any other State. For skilled labor the rate of compensation is above the average paid in the country at large.

Light Taxes—The rate of taxation, though complained of here as elsewhere, is not higher than in the Northern and Western States; while in consideration of a probable reformation in our system of taxation and our custom of assessment, that will equalize the taxation, and by efficient enforcement increase its productiveness and make the burden light, it can be alleged with truth that our taxes are not burdensome.

In relation to the political institutions of the State, we may fairly challenge a comparison with any State of the Union as to the Democratic nature of the Government. With a Constitution which secures immediate equal and absolute equality of civil and political right to all, irrespective of race, color, condition or nativity, extending to foreigners, when resident citizens, the same rights in the possession and enjoyment of property which are given to natives; securing liberty of conscience, of thought, and of speech to all; with no imprisonment except for fraud or crime; with a restricted capitation tax; making an ample and liberal exemption of homestead; expressly prohibiting special legislation; and providing liberally for the education of all; there is no more generous and liberal Constitution in any of the States, than that of Florida.

With truth there may be claimed for our State, all the general inducements that have been elsewhere most efficient in inducing the incoming flow of immigration. Add to these many that are common to all the Southern States, and we have indeed a persuasive agency of great power.

But Florida has other inducements, not of a common character, which well deserve notice here, and will operate with increasing power as they are better known.

CLIMATE.

Almost insular in form, swept daily by the breezes of the Atlantic and the Gulf, no more genial and kindly climate can be found than that of Florida. The observations of Dr. A. S. Baldwin, continued for 23 years, and taken at Jacksonville near the Northern boundary of the State, show the mean temperature of December, January, and February to have been 56 deg. 52 min.; of June, July, and August to have been 68 deg. 37 min.; and the annual mean temperature to have been 69 deg. 52 min.

And as to equability of temperature, other observations show the mean annual variation of the thermometer, for a series of years in different localities, as follows: At West Point, N. Y., 45 deg. 47 min.; at Fort Snelling, Minnesota, 59 deg. 84 min.; at St. Augustine, 23 deg. 87 min.; and at Key West 16 deg. 32 min. With such a thermometrical range, and with delightfully cool nights during the hottest portion of the year the climate is in the fullest sense incomparably charming.

To a stranger, this seems like exaggeration, but in the "Letters" of General McCall, recently published, the author speaks of the country as one "whose climate in mildness and salubrity, yields to that of no other portion of our national domain; a land where the atmosphere is so pure and bright that the mere sense of existence is absolutely a physical as well as a moral pleasure, not appreciable by one who has not experienced it."

HEALTHFULNESS.

As would readily be inferred, with such a climate, the prevalent sanitary condition is one of healthfulness, as will further appear from other evidence. For many successive years Florida has been the frequented resort of invalids from all the States of the Union, suffering under every form of disease, and particularly those afflicted with the infinite variety of pulmonary and bronchial complaints, and those who are reduced to shadows by general exhaustion. As would be expected, many have deferred their coming until completely subjected to the power of disease, and with little hope of recovery. Yet, the census shows that in the States to be named, the deaths from consumption during the year ending May 31, 1860, were as follows: In Massachusetts, 1 in 254; in Minnesota, 1 in 289; in Vermont, 1 in 404; in New York, 1 in 478; in Pennsylvania, 1 in 580; in Ohio, 1 in 679; in California, 1 in 727; in Virginia, 1 in 757; in Indiana, 1 in 792; in Illinois, 1 in 878; and in Florida 1 in 1,447.

With a luxuriant vegetation, during the long continuance of warm weather there is, of course, as in all countries where exists a dense vegetation, a liability to fevers and bilious complaints, but though disagreeable and uncomfortable they are not dangerous.

In an official report, Surveyor-General Lawson states as follows:

"Indeed, the statistics in this Bureau demonstrate the fact that the diseases which result from malaria, are of a much milder type in the peninsula of Florida, than in any other State in the Union. These records show that the ratio of deaths to the number of cases of remittent fever has been much less among the troops serving than in any other portion of the United States. In the Middle Division of the United States, the proportion is one death to thirty-six cases of remittent fever; in the Northern Division, one to fifty-two; in the Southern Division, one to fifty-four; in Texas, one in seventy-eight; in California, one in one hundred and twenty-two; in New Mexico, one in one hundred and forty-eight; while in Florida it is but one in two hundred and eighty-seven.

"The general healthfulness of many parts of Florida, particularly on the coast, is proverbial. The average annual mortality of the whole Peninsula, from returns in this office, is found to be 2.06 per cent; while in the other portions of the United States (previous to the war with Mexico) it was 3.05 per cent.

"In short, it may be asserted without fear of refutation, that Florida possesses a much more agreeable and salubrious climate than any other State or Territory in the Union."

The soil of Florida, though generally light and sandy, is yet various in character, and quite productive. The central portion, middle Florida, so-called, is not excelled for fertility by any portion of the country. With a very moderate use of manure, a bale of long staple cotton, from 15 to 20 barrels of syrup, 1,000 pounds of tobacco, from 1,000 to 1,500 gallons of wine, or from 20 to 40 bushels of upland rice, are not uncommon yields. A plantation in Jefferson county of 1,100 acres, and sold within a year for \$20,000, has yielded the past year cotton and corn enough to pay the purchase price. Much of the apparently sandy soil of the State is underlaid with clay and marl, making it as productive as it is easy of cultivation.

WIDE RANGE OF CROPS.

The fact that without the existence of mountains, to give by the differences of altitude, while they cause a consequent difference of temperature, there should be such a wide reach of vegetation within the bounds of a single level section, is remarkable.

But the crops actually and successfully raised include the rye and oats that thrive in New England and Canada, the cotton, cane and rice of the more Southern States; and indigo, cocoa-nuts, pineapples, bananas, oranges, lemons, limes, and

guavas that flourish in the tropics. So that the immigrant may either continue the cultivation to which he has been accustomed, or he may in his selection of crops, range at will from the borders of the extreme North to the very tropics themselves.

With such inducements to offer, were those the only ones, there can be no doubt that when the facts are known, our State can challenge any fair comparison with any of her Southern sisters.

But when, in addition to those mentioned, we recollect that Florida possesses in

Fisheries.—Fishing banks extending 200 miles along her Western and Southwestern coasts, equal in value at any time to those of Newfoundland, and superior in this, that they can be used at all times, the fishing season extending through the year. In oyster banks, extending more than a thousand miles, easily accessible and unequaled in the quality of the products.

Natural Manures.—Immense beds of marl exactly adapted to our agricultural wants, and even in a raw state, valuable for immediate application. Inexhaustible supplies along the coast and inlets of salt-marsh mud, and inland, of shell, marl and muck.

Lumber.—An incalculable supply of pine of the best quality, a large portion easily accessible; cypress unexcelled in the quality, quantity, or facility of access; live oak, red cedar, red bay, magnolia, ash, white oak, hickory, maige and palm of various kinds.

Stock Raising.—A vast extent, at least 20,000 square miles, in which stock of all kinds can be raised with no expense of feeding at any season.

Facility of Cultivation.—A soil so formed, light and friable on the surface, but with clay or more underneath, in which, in the way of cultivation, a single horse or mule can accomplish as much as an ordinary double team at the North and West.

Cheapness of Buildings.—Having a climate so genial and friendly, that the necessary buildings to make a family comfortable cost less than half as much as at the North or West.

Length of Working Season.—Which extends through the year, there being no obstruction to labor from severity of the weather, and no day in which building, repairing, fencing or clearing cannot proceed.

Salt-making.—A capacity and convenience for the manufacture of salt not excelled in the whole country.

In these, and in many other respects, Florida may offer inducements of the highest value to immigration from whatever part of the world it may come.

But compelled to leave this captivating topic, it is necessary to consider

THE MEANS TO BE USED TO SECURE IMMIGRATION.

We need a continuation and an extension of publications, such as have already been made, and in the shape of pamphlets, books, maps, tracts and circulars; the widest possible distribution of correct and truthful, but unexaggerated statements of the capacities and resources of the State; descriptions of the different sections and counties; statistical returns of crops actually raised. And this distribution should not be confined to our own country, but should extend to the various nations of Europe also.

This Bureau should have the necessary funds to establish in several of the Northern and Western cities in this country, and in one or two, at least, of the European countries, active and reliable agencies, that may operate upon the hundreds of thousands that will certainly come Westward, either at their places of rendezvous or at their customary ports of arrival.

All means should be used to secure the settlement of colonies or large companies together; and to this end, encouragement in every practicable way be given to associations formed for the express purpose of stimulating immigration.

The Bureau should be directed to furnish all necessary advice and assistance in the selection of homesteads upon the U. S. Government lands, under such regulations as shall make this branch of its business self-sustaining.

By legislative enactment or by regulation of the Trustees of the Internal Improvement Fund, the State lands should be made liable to entry for homesteads, or sold at a reduced price to actual settlers.

The receipts and expenditures in this department during the year are as follows:

For Printing and Postage,	\$569 91
For Travelling Expenses,	642 25
For Contingent Expenses of Agencies	1,414 50
Total.	\$2,626 66

The item of printing and expenses does not include the expense of the edition of 5,000 books, compiled and prepared for the State, before my accession to office, but it does include the cost of 1,500 manuals distributed, while the other was being published. The item of travelling expenses, in view of the fact that I have travelled something more than 7,000 miles, making the expense less than one cent a mile, shows how much the State is indebted to the courtesy of the railroads, in a pecuniary way, for free passage over the roads.

The item of contingent expenses, is composed as follows: For office rent and furniture, \$341.50; for clerk hire, \$500; for agencies in New York, Boston and Florida, \$498; for two official seals, \$75. In June last, I appointed Mr. A. Mott, of Ferdinandina, as Assistant Commissioner to operate in Southern Europe, but have heard nothing from him in the way of a report or account, and nothing is charged for him. This branch of this department could be strengthened greatly to the advantage of the State; and with the lively spirit of inquiry concerning our State, it is almost inevitable that these expenses of agencies will go up to the full limit of the laws.

The above statement includes all the expenditures for the year, including the account for the last quarter not yet audited. But the whole of the expense of postage is not included, as, during the latter portion of the year, a portion of the postage has been charged to the Treasurer, when furnished to my order, which would probably increase the postage account some \$30.

The correspondence has been so extensive and the demand for information so strong, that the postage of a single day has amounted to two, three, and four dollars. I am happy to say that in the prosecution of my official duties during the year, I have encountered absolutely no opposition. So far as I have been able to ascertain, the success of this department would gratify every intelligent man in the State. I have not only met with no opposition, but have received the sympathy of all, and very valuable assistance from many, to whom my thanks are due and are heartily tendered.

In the Trustees of the Internal Improvement Fund I have always found a spirit of cordial co-operation.

In the agricultural societies of the different sections, there has been a strong interest shown, and I am under peculiar obligations to the gentlemen of the State Agricultural and Immigration Society. Composed as the Society is, of men of high character and great intelligence, their co-operation and cheerful assistance have always been given to me and my work. The Society has already accomplished much in its own field, directly and indirectly, in bringing men of all parties upon the same field, and uniting them in a common and worthy and noble purpose, it has in the past done an invaluable service to the State, and if sustained as it should be, will do more in the future.

Compelled, of course, to pass frequently about the State, my work has been facilitated very much, and the expenses diminished nearly one-half, through the courtesy of the officers of the railroads in the State, who have without hesitation and very cordially furnished me with free transportation over the roads.

And in closing this report, I trust your Excellency will allow

me here to tender to you my thanks for that considerate and constant support and co-operation which I have always met at your hands. In the practical embarrassments that necessarily attend the attempt to accomplish great results with ordinary means, the support of your Excellency, the co-operation of my colleagues in the cabinet, and the cordial good feeling encountered everywhere, have much diminished the labor and difficulty, and increased the efficiency of my efforts.

Respectfully submitted.

J. S. ADAMS,
Commissioner of Immigration.

REPORT

OF THE

SUPERINTENDENT OF PUBLIC INSTRUCTION.

OFFICE OF SUPERINTENDENT OF PUBLIC INSTRUCTION, }
TALLAHASSEE, Fla., January 3, 1870. }

SIR: I have the honor herewith to hand you my annual report.

To make this report as full as the law requires, and as is the custom in other States, a detailed account of the work in each county was sought from the county superintendent, early in November. Those already received contain much valuable information, which has been condensed and forms a part of this report. The work of organizing schools is still in active progress in several counties. The officers in these desire a few days more time to enable them to furnish a fuller view of the situation. This has been granted. As they have made no unreasonable delay, abstracts will be made from their reports when received, as supplementary to, and forming part of this report.

Since I cannot present a complete statistical summary until after the receipt of all the reports from the county superintendent, I will mention in passing, for your information, that about 100 schools were opened early in the month of October. Since that time their number has steadily increased. It now appears that we have over 250 schools in operation, with a total registration of about 7,500 pupils.

Although the law appears to be satisfactory in the main, yet I would invite your attention to the propriety of recommending some measures for securing a uniform rate of taxation, for the support of schools, to a more perfect and less frequent taking of the census of the youth, and to increasing the facilities for the professional instruction of teachers.

I have the honor to be, very respectfully,

C. THURSTON CHASE,
Superintendent Public Instruction.

To his Excellency, HARRISON REED, Governor.

THE WORK SUCCESSFULLY INAUGURATED.

It is cause for congratulation that our system of popular education has been successfully inaugurated; that it appears to meet the wants of the State; that no organized or active opposition has been encountered, and that free schools are rapidly gaining favor with the people.

OBSTACLES OVERCOME.

That obstacles would arise was not unexpected. What was more natural than that owners of large and unproductive estates would be averse to taxation for the education of children in whom they had no special interest? Any innovation upon established usage challenges opposition. Ignorance and prejudice, the ready dupes of their own fears, see many lions in the way.

The ulterior object of free schools was questioned. Might they not be perverted, it was asked, for personal or political ends? Cautious men entertained doubts concerning the management that should control them. They feared that they might fall into the hands of bad or incompetent men, and thus be made productive of discord instead of harmony in neighborhoods. There was a want of officers accustomed to the work, and of precedents to guide them. Besides, a sort of odium attached to free schools, as pauper institutions.

Schools were to be started in every neighborhood, school houses built and teachers employed; yet there was neither township or local organization, nor an available dollar for defraying even the incidental expenses of creating an organization.

THE SCHOOL LAW.

It is perhaps fortunate that no school law was passed by the Legislature at its first session. We have now a better system than was then proposed, and the state of the public mind is more favorable for its introduction. It appears to have reconciled, for the first time in the history of educational legislation in the South, the extreme views of conflicting parties and interests. The law passed both Houses by a large vote and without an amendment being offered in either. On returning to his constituents, nearly every member of the Legislature became an advocate of the measure. Many of them, without distinction of party, are among its chief supporters. The administrative head of the Department has constantly aimed to execute its provisions as a sacred trust, without favor or partiality, for the good of all, and in the spirit of conciliation that characterized the passage of the bill.

ORGANIZATION.

After it became a law, no time was lost in putting it into operation. Before the members of the Legislature had left for their homes, steps were taken to quietly initiate the work in every county. As soon as recommendations for boards of public instruction were received as provided by law, the appointments were made. Many of the first appointees did not accept, and new selections had to be made. Where county superintendents had been appointed and had qualified, organizations were speedily effected. In other cases, temporary organizations were formed, and suitable persons were proposed to the Governor for appointment to the superintendency. Then the boards organized.

Boards of instruction have been appointed in all the counties excepting one. From this county no suggestions have been received on the subject. Organizations have been completed in twenty-six counties. Schools have been opened in an equal number. Eleven counties are wanting county superintendents qualified and commissioned to act. Eight have not organized for want of these officers. The census returns have been received from twenty-six. The Assessors in several have failed to take the census. There are over 250 schools in operation, having an attendance of over 7,500 pupils. Private schools have generally been merged in free schools. Their numbers have immediately increased. Some have doubled, others have quadrupled their attendance. Fifteen counties have levied no tax. In nine of these, schools have been organized and sustained by private contributions, under the law.

OUTLINE OF THE SYSTEM.

In order that the system may be more generally understood, by those who may not have made the provisions of the law a study, the following brief outline is presented:

By the terms of our State Constitution the Governor appoints, the Senate confirming, a Superintendent of Public Instruction, and County Superintendents. The State Board of Education is composed of the Superintendent of Public Instruction, Secretary of State, and Attorney-General, *ex officio* members.

The law constitutes each county a school district, and commits the charge of its educational affairs to a board of public instruction. This body is composed of not more than five members. They are selected by the representatives of the county, after consultation with the citizens, and are recommended to the Superintendent of Public Instruction with the following endorsement:

Qualifications: "They are citizens of good moral character, upright and responsible. We believe them to be personally desirous of extending the benefits of free public instruction to all classes of youth, and that as officers they will be found competent, impartial, and faithful in the performance of their duties. For these reasons we commend them for appointment."

No legal "disabilities" prevent any good friend of education from holding a position under the school law. No oath is required. The person accepting gives the simple pledge that he will "faithfully and impartially perform all the duties of the position."

A board of public instruction is constituted a corporate body, for educational purposes. In that capacity it holds the titles to the school property, and receives, holds, and disburses the funds. It is empowered to establish and maintain common schools, and schools of higher grade, wherever they may be needed; to build school houses; examine, hire, and pay teachers; fix the amount to be raised in the county by tax, and in general, to perform all acts reasonable and necessary for the diffusion of knowledge.

The county superintendent is *ex officio* the secretary and agent of the board. The chairman and other officers are chosen by the board.

When a school is to be organized, the patrons are consulted in reference to the location of the house, the selection of the trustees, the choice of the teacher, and on all matters which more particularly interest the parents and children.

By the Constitution the distribution of State funds is made to the several counties in proportion to the youth between the ages of four and twenty-one years residing in them. But the law fixes the minimum school age at six years, and provides that funds shall be disbursed to schools on the average attendance of pupils. Some discretionary power is allowed in favor of small schools. The safe keeping of the funds is amply guarded.

When a county board of instruction fails or neglects to attend to its duties, the county superintendent may be invested with all the powers of that body, and be qualified to act in its stead. The board of education has power to remove any member of a county board or a trustee for incompetency, neglect of duty, or any cause which should disqualify a candidate for appointment.

Thus it will be seen that the law is plain, direct, and practical. It is strong, yet flexible enough to yield to the varied wants of communities. While it is adapted to the most sparsely settled regions, it meets the wants of the largest towns by the least

practicable amount of machinery. It would have taken years to have inaugurated a free school system in this State upon the township or independent neighborhood district plan.

OFFICIAL SERVICE.

The manner in which county superintendents and members of the boards of public instruction have performed their duties is worthy of honorable mention. Many have displayed marked zeal and discretion in the exercise of their powers. Some have advanced liberally of their own private means to start the work, before public funds could be realized. Not a few have declined receiving compensation for their services. They have constantly sought the counsel and advice of the Superintendent of Public Instruction through correspondence and otherwise, and with him have maintained the most satisfactory official relations.

That officer, immediately after the passage of the law, prepared all necessary registers, reports, and forms, prescribing the routine of departmental business. These were printed and distributed with the law to school officers and teachers. This measure has contributed to uniformity in the documents, and secured regularity and accuracy in the proceedings from the outset. Doubtless it has helped to ward off litigation and increase confidence. He has issued circulars, as circumstances required, giving timely information and instructions. He has personally visited many counties in organizing and supervising the work. On these duties he has travelled more than three thousand miles, meeting everywhere a kind welcome and co-operation.

The Board of Education has rendered every needed assistance.

There is every reason to believe that the system will triumph, and, becoming a part of the permanent polity of the State, will endure to bless through party changes and successive administrations.

CHANGES IN THE LAW.

There are but one or two points on which any change in the law is needed at present. The first is in the manner of raising funds.

Although the expense of schools for a given number of children should be about the same in different counties, yet the rate of tax for educational purposes varies in different counties from one mill to five mills on the dollar. In two counties the county commissioners appear to have refused to levy the tax. In one or more the board of instruction was remiss in its duty. In others the want of an organization of the board, or appointment

of a county superintendent, has prevented any money being raised for educational purposes.

A matter of such importance should not be left to any contingencies. The tax for the support of schools should be uniform, and should be imposed by a general act. This would provide the means of paying teachers and conducting the schools, regardless of error or neglect or conflict of county boards. Improvements may be made at greater or less cost in the several counties, as the wealth and ability of the people demand. For this purpose discretionary power should still remain in the hands of the boards of instruction. Might not the school tax be fixed at a given rate on all articles taxed for State purposes?

It is a mistake to levy a very light and insufficient tax. By doing so, the odium of taxing is incurred, without obtaining the means to accomplish anything worthy of defending. It is better to levy a sufficient amount to establish good schools, and then establish them. They will command respect, and be sustained by public opinion. But poor schools can hardly be defended.

The property holders claim that there are many able-bodied laboring men whose children are deriving the benefits of the schools, yet pay no tax, and that they would be able and willing to contribute a small sum annually were there a general provision on the subject. This view is entertained by some good friends of education, who have noted the interest of this class in learning, and the strong preference manifested by laborers for those neighborhoods in which their children could attend school.

It must be admitted that the tax-payers have borne the new levies for educational purposes with rare good grace. Some of those who pay the heaviest taxes are among the warmest advocates of free schools. Their opinions are entitled to consideration. Any increase of means from such sources would accrue directly to the benefit of those who contributed to the fund, by enabling boards of instruction to employ better teachers, and continue the sessions of schools longer. However feasible the plan, there may be practical difficulties in the way of its execution.

The present provision for taking the annual census of youth by the assessor of taxes, is substantially the same as that which has long been in force in the State. It would be sufficient if the enumeration was made once in three years. It should then be more thorough and accurate. The county superintendent would be a proper officer to make the enrollment. A change in the law to that effect is recommended.

FUTURE DEMANDS OF THE WORK.

It is not necessary at this time to enter upon any discussion of educational theories. We are only laying foundations for a permanent superstructure. There are now but a few schools in the State that would rank above good common schools.

It is intended to establish schools of higher grade of instruction in every county, at some central point, as rapidly as the advancement of the pupils will warrant. To these schools all the citizens of the county would be entitled to send. Parents will find that they will, at no distant day, be enabled to educate their children at or near their own homes at a tithe of the expense they now are subject to when they send them abroad to be educated.

These institutions should be made to occupy that important middle ground from which students may pass to colleges, yet to be founded, or to the arena of business life. Instruction in them should be thorough and eminently practical.

There are at present no adequate arrangements for the professional training of teachers. The want of competent instructors, next to a want of means, is the chief hindrance in the way of progress in the common schools. There should be an annual appropriation for this purpose placed under the direction of the Board of Education. The teacher, quite as much as the soldier, should be trained at public expense and hold a rank of honor.

To improve the present corps of teachers, measures are in progress for holding teachers' institutes, in which, under competent instructors, they can be drilled in improved methods of imparting instruction, in the use of apparatus, and in the theory and practice of school government.

TEXT-BOOKS.

A selection of valuable text-books has been made for the public schools. The publishers furnish them to the retail buyers in the State at actual cost of manufacture, for first introduction, and subsequently at the regular New York wholesale prices.

A pledge of a donation from the Peabody Fund of over 9,000 volumes has been secured; but the books have not yet been received. Other generous donations have been arranged for. When collected they will form a rich depository from which indigent children can be supplied with books.

THE SEMINARIES.

These institutions are in operation under the law which created them. The board in charge of the East Florida Seminary has continued its operation regularly. The sessions of the West

Florida Seminary were suspended during the scholastic year 1868-9, by the board in charge retiring from their duties; but on the appointment of a new board were resumed. At the commencement of the fall term both of these schools were started on the free basis, except in the classical department of the East Florida Seminary. Hitherto a tuition fee had been charged.

This State shared with other States in the benefits of the grant of land for University purposes made by Congress. Two townships were thus obtained. By the act of March 3, 1845, supplemental to the act for the admission of Florida, there were granted "two entire townships of land in addition to the two townships already reserved, for the use of two seminaries of learning, one to be located east and the other west of the Suwannee river." The interest arising from the proceeds of the sales of these lands has been applied to their support. The fund is a State fund. Each county has a right to send students to the one or the other Seminary in the ratio that it sends Representatives to the Legislature.

The law establishing the seminaries declared their first object to be the professional training of teachers; the second, imparting instruction in agriculture and the mechanic arts, and in other branches of higher learning.

It appears from reports of these institutions made by Judge Bernard and Rev. S. F. Halliday, of the Boards in charge, that but very few State students have ever made application for admission to either, and that the benefits of them have accrued chiefly to the inhabitants of the towns at which they have been located. The place at which an institution of learning is built up is always the principal gainer. It is sure to contribute to the intelligence, the general culture, and refinement of the citizens, and becomes a centre of attraction to persons of cultivated tastes.

The causes which have operated to prevent students from other counties claiming their share of the benefits of the seminaries may have been various. One principal reason assigned is the high price of board charged students. This still exists, and is a serious drawback to their usefulness which should be obviated.

East Florida Seminary.—Rev. Mr. Halliday, in giving a sketch of the progress of the Seminary East, says that on the removal of the Seminary to Gainesville, in 1867, there were for the first term 100 pupils, including six State pupils, formerly called *beneficiaries*. For the scholastic year 1867-8, there were about 80 pupils, five of whom were *beneficiaries*. For 1868-9, there were 75, including 5 *beneficiaries*. The present attendance is 90, with but one State pupil. Forty of these are in the Primary

Department, which is sustained by the County Board of Instructions.

It is worthy of mention that several of the teachers now employed in the free schools of Alachua county received their education at this institution. No county, perhaps, has so many good teachers in its schools. Very few persons from other counties have ever availed themselves of the privileges of the Seminary. This may have been owing in part to the want of knowledge as to the right, and in part to the comparatively high price of board for students.

Extensive repairs are needed on the buildings; also, a dormitory for students from abroad. It is the intention of the board to invest a portion of their surplus fund in apparatus, and in increasing the capabilities of the institution.

Judging from the usefulness of the school in the past, as well as its recent increase in numbers and its present prosperity, we are pleased to state that our prospects for the future are encouraging to all friends of education.

The friends of this institution have reason to remember with gratitude the generous munificence and untiring services of Hon. J. H. Roper in its behalf.

West Florida Seminary.—Judge J. T. Bernard, president of the board in charge of this institution, has submitted a very interesting report, from which the following is condensed:

After a suspension of twelve months, and the appointment of a new board by the Governor, this institution was re-opened on the first Monday of October last with a corps of six teachers. After mature deliberation it was determined to abolish the system of charging for tuition, and make the school free.

This enabled us the better to grade and classify the school, to largely increase the attendance, and to achieve other important advantages. Our repairs and incidental expenses have amounted to \$1,500. We pay our Principal \$2,000 per annum. The associate teachers receive \$1,000, \$700, \$700, \$600, and \$500, respectively. Making a total of \$5,500 for teachers' salaries. This is \$400 less than was paid for the year 1867-8.

The attendance for the past seven years has been as follows:

1856-'7—Male Department.....76;	Female Department, no report.
1861-'5—Male Department.....34;	Female Department.....24—Total..58
1865-'6—Male Department.....53;	Female Department.....29— " ..87
1866-'7—Male Department.....48;	Female Department.....30— " ..78
1867-'8—Male Department.....42;	Female Department.....24— " ..66
1868-'9—School conducted by private parties, total attendance about.....50	
1869-'70—Male Department.....73;	Female Department.....75—Total..148

About one-third are in the Academic Department. There are no State pupils, properly such.

The Seminary is now in a more prosperous condition than it

has been at any time since the war. We confidently hope that it may soon become a model school, of high grade.

From the opening of the Seminary until its suspension in 1868, the city had made up the \$2,000 guaranteed to the State, as an annuity, in the form of tuition fees. This assistance is now withheld.

The report concludes with the suggestion that an annual appropriation of \$6,000 be made by the Legislature towards the payment of board of State students. These to be of good moral character and possessed of high literary attainments. On graduating they should obligate themselves to teach at least four years in the State. The construction of a dormitory for the students is recommended when practicable.

SCHOOL AND SEMINARY LANDS.

It appears from the books of the Surveyor-General and Treasurer that there have been sold during the past year as follows:

School Lands, 3,290 acres, bringing	\$5,561 44
Seminary Lands, 270 " " "	641 34

There are supposed to be about 600,000 acres of school and seminary lands remaining unsold; but the exact amount is not obtainable. It is said that considerable tracts have been forfeited in consequence of purchasers failing to comply with the terms of their contracts, but to what extent is not known.

There is need of a general revisal of the price lists of school and seminary lands. But the Board of Education have not deemed it advisable to force them upon the market at present. Exceptions will be made in the reduction of prices in favor of actual settlers.

AGRICULTURAL COLLEGE LANDS.

The scrip representing these lands cannot be located in this State, because the government lands lying in it are reserved for homestead entry, nor can the State, by the terms of the grant, "locate the same within the limits of any other State or any Territory of the United States; but its assignees may thus locate said land scrip."

There are two propositions, either of which may be adopted: First, sell the scrip and invest the proceeds, forming an Agricultural College Fund. Second, assign the scrip to a corporate body, composed of men chosen for their special fitness for the task; which body should locate the scrip, and at the proper time dispose of the same, and use the proceeds as originally intended by Congress in establishing an agricultural and mechanical college.

Should this last proposition be deemed practicable it would,

no doubt, be productive of the greatest good, as may be seen by the following statement of what has been done in other States:

Soon after the passage of the law by Congress granting these lands, the States of Kentucky, Maine, Maryland, New Hampshire, Pennsylvania, Rhode Island, and West Virginia, holding scrip to the amount of 1,961,000 acres, sold at an average of about fifty-three cents per acre, or about two-fifths the government standard. Other States, as Iowa, Kansas, Wisconsin, Minnesota, located their scrip. The lands thus obtained are now worth, by estimation, from two to five and ten dollars per acre. Kansas located 90,000 acres. The estate is now worth half a million of dollars. Ezra Cornell, the noble founder of the university bearing his name, located about twice the amount of scrip due to this State. The investment is now estimated to be worth nearly two millions, after a lapse of only four years.

Other Southern States will soon receive scrip for about 2,000,000 acres. It is probable that much of it will be thrown upon the market, and the value thereby become greatly depreciated, so that hasty action should be guarded against.

AID RECEIVED FROM THE UNITED STATES GOVERNMENT.

Assistance received from the General Government through Bvt. Lt.-Col. Geo. W. Gile, Superintendent of Education, Bureau Refugees, Freedmen, and Abandoned Lands, is as follows:

Rent was paid during the month of December for buildings at the rate of ten dollars each in the several counties, as follows:

Alachua, - - -	16	Gadsden, - - -	15
Clay, - - -	9	Nassau, - - -	5
Columbia, - - -	7	Orange, - - -	8
Duval, - - -	9	Walton, - - -	2
Franklin, - - -	4		

Total amount - - - - - 75.

This sum, although nominally appropriated for rent, is devoted to the payment of teachers' salaries.

Twenty school buildings have been constructed by the General Government in this State during the years 1868-9, at an outlay of \$52,600. They accommodate about 2,500 pupils. The most important of these is located at Jacksonville, and is the largest and finest school edifice in the State. It was designed for a normal school, and will be used for that purpose as soon as wanted.

By the above it will be seen that the General Government has aided the educational movements in the State in permanent

buildings, and in defraying the current expenses of schools, to an extent beyond the expenditures of the State for freedmen's schools. It is hoped this help will be continued.

THE PEABODY FUND.

The following generous offers of assistance have been made by Dr. Sears, General Agent of the Peabody Fund:

St. Augustine, - -	\$1,000	Bartow, - - -	\$ 300
Jacksonville, - -	1,000	Tallahassee, - -	1,000
Monticello, - - -	700	Quincy, - - -	600
Apalachicola, - -	500	Madison, - - -	500
Lake City, - - -	650	Marianna, - - -	400

Total, - - - - - \$6,650

Most of these places have complied with the terms proposed, opened the schools, and receive their proportion of the munificence. Several others have made application for assistance. A pledge of 9,300 volumes of text-books has also been made from the fund, to be delivered hereafter, as is elsewhere noted.

The General Agent, in correspondence with the Superintendent, says:

"I wish all the towns which we aid to come into your system of legal public schools. Our aim is to encourage the establishment of permanent, good schools at important, influential points; therefore we do not help small schools in rural districts. The proper distributive share of Florida would be about \$2,000 per annum; but as you are farther advanced than some of the other Southern States, I am willing to give Florida, by way of anticipation, more than double her share for this year.

"Applications for aid should come to me through your office. It would save me much trouble and increase our safety."

OTHER DONATIONS.

A gift of one hundred and ninety Bibles has been received from the American Bible Society, for the use of teachers in the public schools; also, several hundred volumes of Bibles from the Divinity Students of Oxford, England, through the American Missionary Association of New York. Several hundred Bibles and Testaments have been donated by the last named association. These are being disbursed according to the intention of the donors. The American Missionary Association continues to render valuable aid in supplying teachers for several schools.

A gift of apparatus is acknowledged from the firm of Schermerhorn & Co. of New York; also, two valuable instruments

illustrating the motions of the heavenly bodies, from J. Davis, of Pittsburg, Pennsylvania.

The firms of Ivison, Phinney, Blakeman & Co., and Charles Scribner & Co., of New York, present a set of the adopted text-books to each County Superintendent. Other educational publishers have supplied the Superintendent's office with samples of their works.

THE CENSUS OF YOUTH.

The returns have been received from twenty-eight counties. Some of them appear to be incomplete.

Number in 25 counties between 4 and 21 years.....	38,400
" " 3 " irregularly reported.....	3,500

Total in 28 counties..... 41,900

No returns from the counties of *Alachua*, *Brevard*, *Calhoun*, *Escambia*, *Franklin*, *Hernando*, *Holmes*, *Monroe*, *Orange*, *Santa Rosa*, *Walton*, and *Washington*. No census taken in the counties in italics.

SCHOOLS, PUPILS, ORPHANAGE, ETC.

Total number of schools reported in operation before the first of December, 1869.....	175
Total in operation January 1, 1870, over.....	250
Total number of pupils in attendance.....	7,575

Returns from seven counties giving the most complete and accurate reports, show that in a registration of 2,543 pupils, there are:

Fatherless, 530, or more than 1 in 5 of the whole.

Motherless, 176, or more than 1 in 15 of the whole.

Orphans, 88, or more than 1 in 29 of the whole.

Partial returns from others give similar results.

The schools have an average of about twenty-nine pupils each. So that there are in every school, as an average, one orphan, two motherless, and five fatherless children. About one-third of all the youth at school, in these counties, by inference, are without one or both parents.

STATEMENT OF THE CONDITION OF THE EDUCATIONAL FUNDS.

Common School Fund.

Principal, - - -	\$216,335.80
Increase from sales 16th sections land, - - -	5,561.44
" " fines collected, - - -	1,447.05
" " public lands forfeited, - - -	251.01

Total, - - - - - \$223,595.30

Interest on common school fund in Treasurer's hands,	\$14,145.13
Interest due and collectable, about	24,000.00
Interest liable to disbursement to common schools,	\$38,145.13

EXPENDITURES.

On account of schools for freedmen taught in 1868,	\$5,486.85
Freight on books received, blank account books, and travelling expenses of Superintendent Public Instruction,	302.16
Total,	\$5,789.01

Seminary Fund.

Principal,	\$73,292.45
Increase from sales of seminary lands,	641.34
Total,	\$73,933.79
Annual interest, equally divided between the two Seminaries, about	\$6,000.00
Expenditures in favor East Florida Seminary,	2,800.00
" " West Florida Seminary,	5,073.72
Interest due and collectable,	\$10,513.40
" " payable to East Florida Seminary,	\$10,460.90
West " " 52.50—	\$10,513.40
Appropriated by Legislature to common schools,	\$50,000.00

Whether this last item is to be used for the support of the schools, or to be placed to the credit of the principal, is not stated.

In order to present a clearer view of the work and its requirements, abstracts from reports that have been received—chiefly from county superintendents—are submitted as an appendix.

It should be remembered that but few of the schools have been in operation as long as three months; that the teachers are unused to making reports, and that time has not been afforded for obtaining full statistics. Hence, several counties do not stand as fair in the report as their work entitles them.

While these imperfect statements convey a general idea of what has been accomplished, they exhibit more forcibly what remains undone that should be done. They show that we need scores of competent teachers, hundreds of new and better furnish-

ed school-houses, besides thousands of text-books, and other aids to instruction. Our wants are those incident to any new organization where the work is large and the means small. But with the good sense and the great heart of the people with us, we shall find the ways and the means to sustain the work so auspiciously begun.

I cordially invite all friends of education to unite upon one common platform—schools for all. Let us plan wisely. Act together. Work like men.

Trusting in that Guiding Hand that has been with us hitherto, we shall go forward in the full confidence that all that ought to be done will be done.

C. THURSTON CHASE,
Superintendent Public Instruction.

APPENDIX.

ALACHUA COUNTY.

Board of Public Instruction appointed May 18, 1869. Organized August 2, 1869. Wm. Edwards, Chairman; S. F. Halliday, County Superintendent.

Schools.—The number of youth in this county between 4 to 21 years of age is 2,100. Through the well-directed efforts of the county superintendent twenty-two schools were put in operation early in October. There are in all twenty-eight teachers employed in this county.

The names of twelve hundred and sixteen children have been registered. It is worthy of note that of this number two hundred and six have no father, sixty-nine have no mother, thirty-eight have neither father nor mother; and about two hundred are reported as being too poor to buy their own text-books.

Of the twenty-eight teachers employed, fourteen have previously had experience in their profession; four have been members of Normal Schools; three have attended teachers' institutes. Total expenditure for the three months of school during 1869, about \$3,850. Of this \$2,550 are set apart for teachers' salaries. No visits have been made to the schools by the Trustees; 15 by county superintendents; 18 by others.

School-Houses.—No school-houses have been built by the Board. Sites have been freely offered for the purpose.

Two buildings have been erected by the United States Government. One of them is a large, spacious, and well-furnished edifice. The construction of two more is contemplated.

About one half of the school-houses in use are comfortable

and convenient. An expenditure of \$150 on each of the others would put them in good order. Twelve have each a Bible, blackboard, and a chair and desk for teacher; ten have primary charts; two have outline maps; fifteen have each a broom; twenty each a water bucket and drinking cup; nine are comfortably seated for the pupils; and eighteen have a supply of good drinking water convenient.

It is estimated that there are still about 600 youth, who are not attending school for want of suitable accommodations.

Public Sentiment in Alachua is beginning to appreciate the school system, and many of the people gladly avail themselves of its advantages. Although most of the buildings are private property, yet no rent is charged, except in such a way that the avails are appropriated to the payment of teachers.

Sixty dollars per month is contributed in the form of board for the teachers.

Obstacles in the way of progress.—First, Apathy on the part of the patrons. It is true they manifest sufficient interest to send their children to school; but when repairs or furniture is needed, they are disposed to get along as they can rather than pay money.

Second, The want of suitable books. Most of the pupils have books of some kind, but not such as are suitable for their age or degree of advancement. Many of the patrons are satisfied if their children only have books, without at all considering their suitableness or adaptation to the age and capacity of the child. The schools hitherto have been transient. Different teachers have recommended different books. Some have taught only long enough to make a change in this respect. In my visits to the different schools under my supervision, I have been surprised at the great number of different readers, spellers, geographies, grammars, and arithmetics in the same school. The teachers could not classify their pupils to any advantage, nor properly economize their labor. We are removing this obstacle as fast as we can by supplying them with the regular series of text-books. When we shall have secured a uniformity in text-books it will make a new era in the way of advancement. Then one teacher will be able to accomplish as much as two with this confused state.

Third, The want of suitable school buildings is another serious obstacle. Several of our school-houses in this county are made of logs, and that in the coarsest and rudest manner. Some are destitute of fire-places or stoves. The pupils during the inclement weather being uncomfortable, of course cannot apply themselves closely to their studies.

Fourth, We have not a sufficient number of assistant

teachers. School No. 2, in Gainesville, now has 170 pupils with only two teachers. School No. 6 (Micanopy) now has 146 pupils with two teachers. School No. 4 (at Newnansville) has 90 pupils with only one teacher, and school No. 18 (High Woods) has 90 pupils and only one teacher. All of our schools have increased since the teachers made their reports.

The detailed account given of the affairs in this county applies with much force to others.

BAKER COUNTY.

Board of Public Instruction appointed April 24, 1869. Temporary Organization, August 23, 1869. T. J. Green, Chairman; , County Superintendent.

In this sparsely settled county it has been difficult to find competent men to take an active part in the duties of organizing schools, either as county superintendent or members of the board. The assessor reports a partial enumeration of the youth at 471, between the ages of 6 and 21 years. Several schools are needed, and will, it is hoped, be established within the next few months.

BRADFORD COUNTY.

Board of Public Instruction appointed April 28, 1869. Organized November 26, 1869. F. N. B. Oliver, Chairman; J. R. Richard, County Superintendent.

The number of youth is estimated at 1,400.

The work was commenced at a very late day in this county. As soon as the superintendent was appointed he went through the county and conferred with the people on the proposed establishment of free schools. On being apprised of the provisions of the law they accepted it cheerfully. They not only appear to give every assistance in their power, but also have taken a deep interest in the schools.

As the board was unable to complete its organization until after the tax was levied, the patrons of the schools sustain them at present. Fourteen have been started in this way. A tax for their support will be levied and collected without opposition.

The private schools already in operation have arranged to come in under the school system.

The progress made is largely due to the support and encouragement of the members of the Legislature from this county.

BREVARD COUNTY.

No recommendations have been received at this office in favor

of any persons for appointments on the board of instruction from this extensive but almost uninhabited district.

There are a few settlements along the river where schools are needed; but it is doubtful whether the provisions of the law will be made operative among them for some time to come.

CALHOUN COUNTY.

Board of Public Instruction appointed May 28, 1869. Temporary Organization, September 8, 1869. John Richards, Chairman; ———, County Superintendent.

CLAY COUNTY.

Board of Public Instruction appointed April 17, 1869. Organized October 1, 1869. Elijah Blicht, Chairman; Ozias Budington, County Superintendent.

Schools.—Number of youth between 4 and 21 years, 508. There are 10 schools in operation, having each one teacher. Total attendance, 266; average attendance, 206. Of these 46 are reported as fatherless, 5 as motherless, 3 orphans; 52 are unable to pay for their text-books. The average salary paid to teachers, besides their board, is \$32.17. Seven of the teachers have taught school before. One educational magazine taken.

The schools are being continued three months, the term will probably be lengthened to five. Total expenditure, \$1,355. The sheriff has collected \$15 in fines.

School Houses.—The board of instruction owns two school houses, valued at \$2,410. The General Government has erected one. Eight are furnished gratuitously by citizens. No children are excluded from school for want of suitable accommodations.

Three of the school-houses have each a water bucket; two each a Bible, drinking cup, and teacher's desk; one a broom and blackboard; five have good seats and desks for the pupils. All have good water convenient. No apparatus of any kind is reported, but an appropriation of \$20 has been made for this purpose.

The sentiment, says the superintendent, of all who have taken the trouble to make themselves familiar with our system of common schools is favorable. We have but few wealthy people in the county and it is sparsely settled, yet the direct contributions made by citizens in aid of the 10 schools for the past three months amount to \$661.

The chief obstacles in the way of progress are the poverty and idleness of a portion of the citizens, who are too low down to appreciate blessings when laid at their doors. A goodly number of the best citizens are zealous in the cause of universal education, and it is believed that through united action, pa-

tience, and perseverance we shall, year by year, make substantial advancement.

The services of the venerable superintendent of this county seem to be worthily appreciated by the citizens. Although nearly seventy-five years of age he has given his personal attention to organizing the work, and has inspected the schools in the remotest sections of the county.

COLUMBIA COUNTY.

Board of Public Instruction appointed March 2, 1869. Organized May 8, 1869. Samuel T. Day, Chairman; P. A. Holt, County Superintendent.

Schools.—Immediately after the organization of the board the county superintendent made a tour of inspection, selecting localities for schools, addressing the people in the different settlements, and encouraging them to prepare school-houses for the Autumn.

An excellent spirit was manifested. But with many the pressing claims of their every day life left but little time to devote to other duties, and the school-buildings promised were not ready for occupancy when Autumn came.

The number of youth reported is 1,474, between 4 and 21 years of age.

There were 9 schools in operation on November 15th, with a prospect of opening 6 more. The tax of one mill on a dollar was insufficient for the educational needs of the county. The total number of pupils registered is 524, average attendance 460. 100 have no fathers, 67 are motherless, and 22 have neither parent; 75 are unable to purchase proper text-books. Five of the teachers have taught before. Two have attended a normal school.

School-Houses.—None are owned by the board. Six are supplied by citizens free of rent. One was erected by the General Government. Three are considered comfortable and convenient, the others are wanting school fixtures.

The superintendent remarks that the sentiment of the people toward the school system is very good. Ignorance and poverty are the chief obstacles in the way of progress.

DADE COUNTY.

Board of Public Instruction appointed July 21, 1869. Organized December 6, 1869. Octavius Aimar, Chairman; Wm. H. Benest, County Superintendent.

By the census returns there are only 27 youths between 4 and 21 years in this county. It was the wish of the principal property-holders that a tax of one per cent. should be levied to build

a school-house and employ a teacher for the children; but no organization of the board could be had in time.

The few settlers in this county are determined to establish a good school for their children, and wish it understood that immigrants will have ample school privileges secured.

DUVAL COUNTY.

Board of Public Instruction appointed March 1, 1869. Organized November 24, 1869. Alonzo Huling, Chairman; W. L. Coan, County Superintendent; J. M. Daniel, acting County Superintendent.

Schools.—The number of youth between 4 and 21 years of age is reported at 2,418. The board consider this number too low.

The work was not commenced in this county until the collection of taxes had been well advanced. Then it was taken up in earnest. Judge Daniel, the acting County Superintendent, in a hasty and incomplete report received at a late hour, gives some of the leading points as follows: The total number of teachers now employed is 22. Three more schools are soon to be opened. The attendance is 742 pupils. Nearly all are able to buy their own text-books. Average salary of teachers is about \$40 per month. All have had some previous experience in teaching; some are eminently well qualified. Schools will be continued until July.

A tax of one half of one per cent. was levied, amounting to about \$15,000, with which it was proposed to erect substantial school buildings in Jacksonville, and elsewhere. Two school-houses have been erected by the General Government. In concluding his report, Judge Daniel says the attendance is steadily increasing and public sentiment for the most part is all that could be desired.

ESCAMBIA COUNTY.

Board of Public Institution appointed May 17, 1869. A. J. Pickard, County Superintendent.

Only one member of the first nominated board accepted the position. The county superintendent resigned and no organization was effected. A new board was appointed December 2. The new appointees have accepted and will make no delay in completing their organization.

The present county superintendent has been active in the discharge of his duties, and will speedily improve the condition of educational affairs in Escambia. Six schools have been conducted under his directions, with an attendance of 224 pupils. A

tax of one mill on the dollar has been levied and collected. There is yet a fund on hand for future work. The superintendent has taken the census of youth and reports the number between 4 and 21 years at 2,107.

Some small neighborhoods throughout the county are not yet provided with school facilities.

The people express themselves as favorable to public schools, and in the country, especially, manifest it by boarding the teachers, by furnishing school-rooms, and by subscribing money to defray school expenses.

The chief obstacle is the want of funds.

FRANKLIN COUNTY.

Board of Public Instruction appointed April 9, 1869. Organized September 9, 1869. Robert H. Goodlet, Chairman; F. M. Bryan, County Superintendent.

As there has been neither assessor nor collector of taxes in this county, the board has not been able to make the substantial progress which it could have done with a prospect of realizing funds to carry out their plans.

The school sustained in part by the Peabody Fund at Apalachicola is flourishing. Four other schools are assisted by the General Government.

A report from the teacher of the Peabody school gives the total attendance at 106. Of these 27 are fatherless, 8 motherless, and 4 are orphans. Twenty-five are unable to buy proper text-books. Many of the patrons of the school are poor, but anxious to have the school continued.

GADSDEN COUNTY.

Board of Public Instruction appointed July 17, 1869. Organized September 18, 1869. S. B. Love, Chairman; W. H. Crane, County Superintendent.

Schools.—The number of youth in this county between 4 and 21 years of age is 3,475. There are 16 schools reported, having 17 teachers and 641 pupils. Average attendance, about 500. Of these 71 have no father, 44 no mother, and 12 are orphans. About 50 are not able to purchase their text-books. The estimated expense for schools during the first three months is \$2,000. Three-quarters of which have been appropriated for teachers' salaries. It is proposed to open thirty schools next year. Eleven teachers have taught school before; five have attended normal schools; none have been members of teachers' institutes. No educational magazine is taken. Salary per

month, 3d class, \$30; 2d class, \$45. Number of visits to schools by Trustees, 18; by county superintendent, 21. The schools in this county were opened about the first of October and have been in operation three months. They will be re-opened after the holidays.

School-Houses.—There are three in the county which have been erected by the General Government. Sixteen are supplied, free of rent, by private citizens. None are owned by the board. Only four are considered convenient and comfortable. Sixteen have each a well, a broom, and Bible; six each a water-bucket; eight a chair and drinking cup; three have blackboards; five have desks or tables for teachers. None have globes, outline maps, or primary charts.

With increased facilities twice as many children could be gathered into school. Some of the smaller schools will be discontinued and others opened in order to accommodate all.

The sentiment of the people is generally very favorable to the schools; but there is a lack of lively interest manifested by them. The rent of all the school-houses having been donated, and various amounts in board of teachers, &c., show that there exists a desire to co-operate with the board. Fines imposed amount to \$260; of this \$190 is in the sheriff's hands for collection. Bonds are held securing the payment of the remaining \$70.25.

The chief obstacles in the way of progress are those which exist in every uneducated community. Measures have been adopted to secure the assistance proposed from the Peabody Fund.

The school lands should be examined, re-appraised, and graduated on a lower valuation.

HAMILTON COUNTY.

Board of Public Instruction appointed April 24, 1869. Organized August 2, 1869. A. W. Knight, Chairman; ———, County Superintendent.

Schools.—Number of children between 4 and 21 years of age 1,373.

Owing to the resignation of the county superintendent, near the close of the year, the reports from this county are incomplete. It appears, however, that a tax of one-third of one per cent. was levied, from which a thousand dollars was realized.

Five schools were opened early in the autumn; as many more are needed. The difficulty of procuring competent teachers has retarded progress; but the chief obstacle is the want of funds. All the school-houses are supplied free of rent by private parties.

The sentiment of the people is good, and would grow more

favorable, provided there could be funds enough realized to maintain the schools as they should be.

It is recommended that the board of instruction be authorized to regulate the price of the school lands according to their value.

HERNANDO COUNTY.

Board of Public Instruction appointed July 24, 1869.

No census of the youth has been taken. All attempts to organize the board have failed.

HILLSBOROUGH COUNTY.

Board of Public Instruction appointed March 13, 1869.

The appointees not having accepted, a new board was appointed on the 19th of November. From these, no acceptances have come to hand.

The assessor returns the number of youths between 4 and 21 years of age, at 895.

HOLMES COUNTY.

Board of Public Instruction appointed July 24, 1869.

No returns have been received showing the result of the census. It has been difficult to procure a competent and satisfactory board; but the prospect is improving, and good results may soon be gained.

JACKSON COUNTY.

Board of Public Instruction appointed August 2, 1869. Organized September 4, 1869. John Pope, Chairman; Theophilus West, County Superintendent.

Owing to the unfortunate disturbances in this county the organization of the school work has been deferred. It is believed there is no general opposition to free schools. On the other hand, the board feel assured they will be sustained in carrying out the prudent and conciliatory course which they have determined to pursue.

One school-building will be erected by the General Government. The board hope to organize 20 schools before the close of the present scholastic year. An appropriation has been set apart from the Peabody Fund in favor of a school at Marianna. The census of the youth was commenced but not finished.

JEFFERSON COUNTY.

Board of Public Instruction appointed April 26, 1869. Organized May 15, 1869. J. W. Johnson, Chairman; Robert Meacham, County Superintendent.

The report from this county was received late, and is necessarily incomplete.

Schools.—Number of children between 4 and 21 years of age, 2,640. Ten schools are or soon will be in operation in this county. Reports have been received from the four that were first opened. They had a total attendance of 290 pupils. Average attendance, 170. Thirty-five of these were fatherless, 10 motherless, 6 orphans. All the teachers have had experience in their profession, and receive an average salary of \$45 per month. Visits by trustees 3, by superintendent 5, by others 20.

School-Houses.—Six acres of land have been offered as school sites, but no buildings have been erected by the board. The citizens supply two free of rent; one has been erected by the General Government. The supply of furniture and necessary apparatus is very limited.

Fines to the amount of \$75 have been collected by the sheriff, and paid to the State Treasurer.

LAFAYETTE COUNTY.

Board of Public Instruction appointed February 5, 1869. Organized August 2, 1869. R. B. Hill, Chairman; Henry R. Holmes, County Superintendent.

Schools.—Number of youth between 4 and 21 years of age, 777.

Soon after the organization of the board four schools were opened. A tax of one-fifth of one per cent. was levied and collected. Owing to obstacles beyond the control of the board nothing further has been done. These obstacles will soon be removed, and the work will go on satisfactorily in future.

LEON COUNTY.

Board of Public Instruction appointed February 25, 1869. Organized April 16, 1869. C. H. Edwards, Chairman; Chas. H. Pearce, County Superintendent.

No report has been handed in by the superintendent of this county. The chairman of the board, who has devoted much time to the work, with rare good judgment, furnishes the following information:

A tax of one-fourth of one per cent realized about \$8,000. It is proposed to expend in teachers' salaries \$6,000; on buildings \$1,500, on libraries, apparatus, &c., \$500.

Eighteen teachers at an average monthly salary of \$42.22. Total members of pupils reported, 689. Proposed duration of school session, five months.

School-Houses.—Thirteen are furnished by citizens free of

rent. Two have been erected by the General Government, in which there are rooms for five teachers, besides two recitation rooms.

About the best comment that can be made on the sentiment of the people in regard to free schools is, that the citizens, with great unanimity, seem anxious to have schools established near them, and promise liberal contributions. The owners of large estates offer land, lumber, and labor for school-houses. They have paid their school taxes promptly, and now seem desirous of having good schools for their own children and others. Since the first of December nine neighborhoods have made direct application to the chairman, and voluntarily organized under the law and secured the establishment of schools.

Amount of fines paid to the State Treasurer, \$199.

Number of youth between 4 and 21 years, 6,120.

LEVY COUNTY.

Board of Public Instruction appointed April 7, 1869. Organized June 8, 1869. Wm. A. Shands, Chairman; George S. Leavitt, County Superintendent.

Schools.—Number of youth between 4 and 21 years of age, 650. There are twelve schools, employing 14 teachers. Total attendance about 400, one-third of whom are not able to purchase text-books. Length of session of schools, four months. Visits by superintendent, 12.

School-Houses.—None are owned by the board, nor have any been erected by the General Government; all have been supplied by private citizens. None are considered entirely comfortable and convenient, although they have served the purpose reasonably well. Six have each a water-bucket, drinking-cup, and chair; two report each a Bible and blackboard; ten have dictionaries. All have water convenient. No primary charts or needed appliances for general instruction are reported.

School lands are held at too high rate for sale at present time.

Soon after the organization of this county board, the superintendent commenced the establishment of schools. A hostile spirit manifested itself at first, and became more virulent with the collection of taxes for the support of schools; but as the schools have progressed the opposers have had an opportunity of judging by results, and have been so favorably impressed that their prejudices, yielding to their better judgments, are fast dying out. The school-houses and all improvements upon them have been furnished by the citizens gratuitously. They have also boarded the teachers without charge.

Some of the settlements in this, as in many other counties, are remote from any public thoroughfare, and are in great want of facilities for general information. To them the teachers, the schools, and the school libraries will become valuable aids in the training of their youth.

LIBERTY COUNTY.

Board of Public Instruction appointed June 10, 1869. A temporary organization has been entered into, and a selection of a County Superintendent made.

Number of youth between 4 and 21 years of age, 424.

Measures are in progress for the speedy organization of this board.

MADISON COUNTY.

Board of Public Instruction appointed March 13, 1869. Organized April 21; Simon Katzenberg, Chairman; Dennis Eagan, County Superintendent.

Schools.—There are six schools in operation. Nine more are needed, and will soon be opened. Total number of pupils registered, 350; average attendance, 300. Of these, 75 are fatherless. One hundred and fifty are unable to buy the proper textbooks. Total number of youth between 4 and 21 years, 5,000 (estimated.) The schools will be continued about seven months.

Six teachers are employed at an average salary of \$30 per month. All the schools organized are in a flourishing condition. Visits by Trustees, four; by County Superintendent, four.

Estimated expenditures for the scholastic year are as follows: Construction, rental, and repairs of school-houses, \$5,000; teachers' salaries, \$3,000; furniture, apparatus, libraries, &c., \$600.

School-Houses.—Three school-houses belong to the board of instruction, valued at \$2,000. The United States Government has provided one. Citizens furnish one gratuitously. Rent paid by the board, \$50. Four are in the main comfortably and conveniently seated for the pupils. Two have tables for the teachers; one has charts, blackboard, &c.

Public sentiment is generally in favor of the system of popular instruction. Citizens have contributed in land, lumber, labor, &c., to the estimated amount of \$200.

The contribution of this county to the school-fund in fines amounts to \$169.

Arrangements have been made for securing the proffered benefits of the Peabody Fund in favor of Madison.

MARION COUNTY.

Board of Public Instruction appointed March 1, 1869. Organ-

ized October 6, 1869. J. H. Goss, Chairman; H. E. Russell, County Superintendent.

Schools.—Number of youth between 4 and 21 years of age, 2,197.

A variety of causes prevented early action of the board. A tax of one-fourth of one per cent. was levied and collected. It is intended to establish 21 schools and to continue them from 4 to 5 months. Since it is so difficult to obtain the services of good teachers, it is proposed to employ six or seven first-class teachers, and by transferring them to the different schools give them continuous employment during the entire year.

There was at first some opposition manifested by a few; but the mass of the people are in favor of free schools. The objection to educating those who were recently in bondage is yielding to better counsels, which shows that the general prosperity is promoted by the education of all classes.

None of the board receives compensation for services rendered. It is hoped that by a course of prudence, economy, and good management all obstacles will soon be overcome.

MANATEE COUNTY.

Board of Public Instruction appointed February 4, 1869. Organized September 6, 1869. Wm. F. Turner, Chairman; John F. Bartholf, County Superintendent.

Number of youth between 4 and 21 years of age, 328.

Soon after the organization of the board two schools were opened through the influence of Asbury Sellers, Esq., one of the members. One school has 16 pupils, the other 25. They are situated 18 miles apart.

The county superintendent states that at a recent meeting of the board arrangements were made for opening and maintaining 6 schools during the present year. The two that have been in operation during the past three months were sustained by the patrons, at an expense of about \$250.

"We labor under great disadvantages here in establishing schools, and the most serious is that the people are so widely scattered over a great extent of territory, making it impossible, without heavy expense, to establish a sufficient number of schools to accommodate all, and many of the people are too poor to board their children in the vicinity of the schools. But we are laboring earnestly, steadily, and faithfully in this good cause. We are encouraged by the general disposition which the people begin to manifest in favor of the system of popular education, by their willingness to render all the assistance in their power. We have the satisfaction of knowing that we are working in the

best cause to which a man can devote his time; particularly true does this seem here, where among some portions of the people so much ignorance and degradation prevail."

MONROE COUNTY.

Board of Public Instruction appointed May 26, 1869.

There has been no county superintendent in this county and no organization of the board. No returns of the census have been received.

NASSAU COUNTY.

Board of Public Instruction appointed April 7, 1869. Organized April 24, 1869. N. Brownson, Chairman; J. C. Emerson, County Superintendent.

Schools.—The census of youth by mistake included only those between 5 and 18 years of age. Their number is returned at 916. There are seven schools in operation. It is proposed to open eight more; all to be continued three months, beside such extension of time as the State aid will warrant. The total enrollment of pupils is about 400, and the average attendance 300.

Total expenditure \$2,800. Of this, \$900 are devoted to teachers' salaries, and \$1,400 to construction.

Seven teachers are employed at an average salary of \$40 per month. Four of these have taught previous to their present term of service.

The county superintendent has visited each school once.

School-Houses.—The board of instruction has erected one school-house, valued at \$400. One was erected by the General Government. Three are furnished by the citizens free of rent. The board has paid for rent \$25.

Two are considered comfortable and convenient; the others need furniture, blackboards, and most of the appliances usually employed as aids to instruction.

With the establishment of schools the communities come to recognize the value of popular education. But few difficulties have arisen, and these have been gradually overcome.

ORANGE COUNTY.

Board of Public Instruction appointed April 7, 1869. Organized December 11, 1869. Wm. C. Roper, Chairman; W. A. Lovell, County Superintendent.

Schools.—A permanent organization of the board could not be effected until after the levy of taxes had been made. But many of the citizens were so desirous of securing the benefits of the system for their children, that they started 8 schools in the

different settlements throughout the county, sustaining them at their own expense, and placed them under the control of the board of instruction.

Many of the settlers in this county have recently immigrated from adjoining Southern States. They are represented by their Senator as being unanimous in favor of the system of public instruction.

Number of youth between 4 and 21 years of age is 385.

POLK COUNTY.

Board of Public Instruction appointed May 26, 1869.

The census returns of the youth give the number of 755 between the ages of 4 and 21 years.

By information received from private sources it appears that more has been done in this county than has been officially reported. A school tax of over six hundred dollars has been paid.

PUTNAM COUNTY.

Board of Public Instruction appointed April 7, 1869. Organized July 3, 1869. G. W. Pratt, Chairman; W. C. Snow, County Superintendent.

Schools.—From some cause the educational affairs of this county have been allowed to lapse until it was too late to levy a tax in their behalf. Measures may yet be instituted by which a portion of the 1,048 children reported as residing in the county, may obtain a share of instruction in public schools.

One good school-house has been erected by the General Government in this county.

SANTA ROSA COUNTY.

Board of Public Instruction appointed July 23, 1869.

No census of the youth was taken. No movements looking toward an organization of the schools of the county reported.

ST. JOHNS COUNTY.

Board of Public Instruction appointed Feb. 25, 1869. Organized April 30, 1869. N. D. Benedict, Chairman; O. Bronson, County Superintendent.

Schools.—Number of youth between 4 and 21 years of age, 910. There are four schools in operation, employing three teachers; three new ones are preparing to commence. Two hundred and twenty-nine pupils are registered; average attendance, 204. Of one hundred pupils 19 have no father, 9 have no mother, and 4 are orphans. About one-third of the whole

are represented as being unable to purchase the needed text-books.

Each of the teachers has taught previously. One is a graduate of the New York State Normal School, and has been a very successful teacher in that State for ten years.

Visits by school trustees, 37; by county superintendent, 20; by others, 85.

School-Houses.—One good school-house has been erected by the General Government. Another in use, probably the oldest in the State, was built by funds left for the purpose many years ago by a benevolent gentleman. This has been recently refitted and newly furnished. Each house is well supplied with black-boards, charts, and other useful and convenient articles.

One school receives \$1,000 from the Peabody Fund. Although recently organized, the patrons and friends of this school are highly pleased with the progress thus far attained. It is indeed a model school, and is steadily increasing in numbers. Another school is liberally aided by the American Missionary Association of New York.

Both these schools are the centres of much interest and are visited by large numbers of guests from abroad.

The county superintendent and the board have been zealous in their endeavors for the establishment of schools of high grade in St. Augustine, under such auspices as would insure the co-operation of all the citizens. Their labors have been gratuitously performed and have been crowned with success, which is the highest reward.

SUMTER COUNTY.

Board of Public Instruction appointed June 11, 1869. An informal organization. John B. Tillman, Chairman.

For the want of a county superintendent this board has not been able to perfect its organization. No official action has therefore been taken in regard to schools, although several have been started, with the expectation that they will be received under the board when that body is ready to proceed. They are sustained entirely at the expense of private individuals.

SUWANNEE COUNTY.

Board of Public Instruction appointed April 7, 1869. Organized July 9, 1869. J. F. White, Chairman; J. J. Taylor, County Superintendent.

Schools.—There are 878 youths between 4 and 21 years of age. Two schools are in operation, with an average attendance of 30 pupils each. Two teachers are employed; average salary

\$30 per month. Four more schools are to be opened and continued three months each. Total estimated expenditure, \$900; two-thirds of which is for teachers' salaries. At the next meeting of the board measures will be adopted to secure uniformity in text-books. Visits by Trustees, 1; by County Superintendent, 1.

School-Houses.—The citizens furnish one building rent free. The General Government has assisted in the construction of two, and is erecting one more. In each of these, schools will be opened. The supply of school-furniture, &c., is meagre.

Public sentiment is generally favorable to the system of popular education. Time and perseverance alone are required for all reasonable furtherance of the work.

TAYLOR COUNTY.

Board of Public Instruction appointed April 7, 1869. Organized June 26, 1869. W. C. Carlton, Chairman; James H. Wentworth, County Superintendent.

Schools.—Number of youth between 4 and 21 years is 540. There are 8 schools in operation, with 230 pupils in attendance. Total average attendance, 191. Eighty-three have no father; 10 are orphans; not half are able to buy the proper text-books.

Eight teachers are employed, with an average salary of \$25.37 per month, besides contributions from citizens.

Seven other schools are to be started. Each is to be continued three months.

Of the \$500 being raised, \$300 are to be expended on teachers' salaries.

Visits by Trustees, 14; by county superintendent, 10.

School-Houses.—The 8 in use are provided by the citizens free of rent. Each has a broom, a drinking-cup, and well of good water. Four have water-buckets; three have chairs and tables for the teachers; one is well seated. None have any apparatus or black-boards. All are without outhouses. Very considerable repairs are needed.

Public sentiment is indicated by the citizens furnishing all the school-houses gratuitously, and contributing in various ways to the amount of \$300 to sustain the schools. There are a few who would like to make belligerent manifestations, but their opposition is gradually weakening, and would soon disappear if we could afford free school facilities for all, which we hope to be able to do next year.

The chief obstacle in the way of progress is want of means.

None of the teachers take any educational magazine, from the fact that the county has no mail facilities, there being only

one post-office in the county, and some of the schools are 30 miles from that.

This is a "range" county. Much of the school land in it is not valuable. Squatters and trespassers occupy portions of it, who could be induced to buy if the management was placed in the hands of the county board. It should be sold low, so as the sooner to be brought under cultivation and be in the way to pay taxes for the support of schools.

VOLUSIA COUNTY.

Board of Public Instruction appointed April 24, 1869. Partial Organization September 4, 1869. J. C. Maley, Chairman; Wm. F. Buckner, County Superintendent.

Number of youth between 4 and 21 years of age, 421. A light tax was imposed, from which it was expected to realize \$500, a sum inadequate to the wants of the county.

There are school-houses in ten settlements. Most of these are built of logs.

One school was opened early in the Autumn, with an attendance of 29 pupils.

The General Government, about two years since, supplied the materials for a school-house, and the neighbors united in putting it up. After it was erected one of them took down the building and moved it away.

WAKULLA COUNTY.

Board of Public Instruction appointed March 13, 1869. Organized August 14, 1869. Silas D. Allen, Chairman; D. W. Core, County Superintendent.

Schools.—Number of youth between 4 and 21 years of age, 788. Five schools have been organized and five teachers employed. Total attendance, 125; average, 83. The schools have been in operation three months. It is proposed to open two more. Nine children in attendance are reported as having no father, four are motherless, and three are orphans. Sixty-six are reported unable to purchase text-books. All the teachers have had some experience in their profession.

The superintendent has made one visit of inspection to each school.

School-Houses.—These are all furnished by private citizens free of rent. They are reasonably well supplied with requisite utensils; but are deficient in apparatus and school furniture.

Estimated expenditures for the year, \$1,000; of which \$735 are devoted to teachers' salaries, \$150 to repairs, &c., \$75 to furniture and apparatus.

The sentiment of the people is in favor of free schools. Gen-

erally, when one class needs help they receive it from others. Citizens have contributed according to their means. Our chief obstacle in the way of progress is a want of money.

Educational addresses would be listened to with interest and tend to stimulate the people.

Fifty dollars have been collected by the Sheriff for fines and paid into the State Treasury.

WALTON COUNTY.

Board of Public Instruction appointed July 12, 1869. Organized September 4, 1869. Sam'l Rutan, Chairman; ———, County Superintendent.

Fourteen schools have been in operation; but the recent death of the county superintendent, John Gillis, has produced a deep sensation among the friends of education. He was an upright, capable, and efficient officer. By his judicious and manly course, he secured the confidence of all parties. Owing to his sad demise the returns from this county are imperfect.

WASHINGTON COUNTY.

Board of Public Instruction appointed April 9, 1869. Organized July 28, 1869. John F. White, Chairman; J. L. Russ, County Superintendent.

Seventeen locations were selected, at each of which was a building suitable for a school-house. The people manifest much interest at the prospective opening of schools; but not much substantial progress has been made.

REPORT OF ADJUTANT-GENERAL.

OFFICE OF ADJUTANT-GENERAL,
TALLAHASSEE, Fla., January 6, 1870.

To his Excellency HARRISON REED, Governor of Florida:

I have the honor to submit to you, and through you to the Legislature of the State, the following as my report of affairs pertaining to the Adjutant-General's Department for the year ending December 31, 1869; and beg leave to submit herewith the enclosed communications relative to the State Penitentiary:

No attempt has thus far been made by this department to organize the militia. I enclose a list of the counties in which the enrollment of the militia has been made by the tax assessors in accordance with the laws of the State; and submit herewith the report of M. Martin, who, during the year 1869, was the commanding officer of the State Penitentiary.

I respectfully request an appropriation of fifty thousand (50,000) dollars for expenses of the State Penitentiary for the ensuing year. And fifty thousand (50,000) dollars for arming and equipping the militia of the State.

I enclose herewith a list of the arms on hand, and also, the statement of the Quartermaster of the State Penitentiary of expenditures for the year ending 1869.

I am, Governor, your obedient servant,

G. B. CARSE, Adjutant-General.

Return of the Enrolled Militia of the State of Florida for the year ending December 31, 1869.

COUNTIES.	WHITE.	COLORED.	TOTAL.
Alachua,	427	268	695
Baker,	111	34	145
Bradford,	268	50	318
Brevard,			
Calhoun,	117	61	178
Clay,			
Columbia,			
Dade,	11	3	14
Duval,	603	985	1,588
Escambia,	443	308	751
Franklin,			
Gadsden,	307	391	698
Hamilton,	351	119	470
Hernando,			
Hillsborough,	241	46	287
Holmes,	173	18	191
Jackson,	586	942	1,528
Jefferson,			
LaFayette,	236	12	248
Leon,	758	1,840	2,598
Levy,	204	72	276
Liberty,	106	50	156
Madison,	309	728	1,037
Manatee,	141	10	151
Marion,	289	471	760
Monroe,	443	123	566
Nassau,	314	92	406
Orange,			
Putnam,	327	253	580
Polk,	192	20	212
Santa Rosa,			
St. Johns,	263	98	361
Sumter,	257	87	344
Suwannee,	334	264	598
Taylor,	202	15	217
Wakulla,	175	130	305
Walton,	413	56	469
Washington,	264	60	324
Volusia,	128	39	167
	8,993	7,646	16,638

Expenses of the Adjutant-General's Department of the State of Florida for the year ending 31st December, 1869.

1869.

April 9.—To arms, accoutrements, and ammunition, . . .	\$21,070 00
To labor in Armory,	23 84
To Reed & Mather, stationery,	
To enrolment books, &c.,	371 25
To P. B. Brokaw, transportation,	72 00
To labor in Armory,	19 23
	<hr/>
	\$21,556 32

Arms and accoutrements on hand belonging to State of Florida, 31st December, 1869.

33 boxes containing,	660 muskets.
4 boxes containing, at Jacksonville,	80 muskets.
16 boxes containing,	320 muskets broken.
3 boxes (open) containing,	60 muskets broken.
At State Penitentiary,	40 muskets.
	<hr/>
Total,	1,160 muskets broken.
3 boxes belts, boxes, and belt plates.	

Report of Expenses made on Account of the State Penitentiary, Florida, for the year ending December 31, 1869, as far as can be Ascertained from the Records in this Office.

Commissary and Subsistence stores,	\$5,890.77
Quartermaster stores,	3,554.23
Persons hired, hauling freights, &c.,	2,413.29
Hospital and Medical stores,	198.48
Stationery,	570.62
Advertising,	243.00
Pay of officers,	3,878.00
" " non-commissioned officers and privates of guard, . . .	2,373.96
	<hr/>
	\$18,924.35

To the above sum of \$18,924.35 may be added the estimated cost of clothing, shoes, blankets, iron bedsteads, &c. ordered from Philadelphia, the exact cost of which cannot be arrived at, as no invoices have been received at this office—say, \$1,400.00
 Estimated cost of clothing for guard, there being no invoice in this office, 500.00—\$1,900.00

Total amount of expenses for the year, as near as can be arrived at, \$30,824.35

WILLIAM F. ROBERTSON,
 Lieutenant and Quartermaster State Penitentiary.

Report of M. Martin, who was Commanding Officer of the State Penitentiary during the year 1869.

STATE PENITENTIARY, FLORIDA, }
February 14, 1870. }

Major-General GEO. B. CARSE, Adjutant-General of Florida:

GENERAL: In obedience to your order of the 13th inst., the commanding officer has the honor to submit the following report pertaining to this institution for the year ending December 31, 1869:

In making this, his first annual report, it may not be improper for him to mention the condition of U. S. Arsenal and the buildings at the time it was loaned to the State of Florida for the purpose of a State Penitentiary.

For years before the late rebellion there were little or no repairs done on the buildings. During the war the arsenal was occupied by the Confederate army, and fell into very bad repair; and it met with little better treatment while in the possession of the U. S. authorities. It will be readily seen from the above that the buildings, when they came into the possession of the State, were in a dilapidated condition; windows and shutters gone; doors pulled off the hinges and carried to different places in the neighborhood; the lead pulled off nearly all the roofs; and everything that could be made useful carried away, leaving the buildings little better than ruins, and anything but a secure place to confine criminals. In all the buildings there was not a room in which a man, in ordinary health and strength, could be secured without being ironed, or placed under a vigilant guard. It required the best efforts of the officers and men of the guard to hold the prisoners until some provision could be made for their safe keeping.

Knowing these facts, the commanding officer made the best efforts in his power to enlist trustworthy men for the guard. In this, with few exceptions, he has been successful.

The law establishing the penitentiary makes its government a military one. This at once established a system of discipline, with fixed limits and power, humane but firm, and one to which any civil organization can hardly be expected to approach in point of order and strict discipline. And the experience of the commanding officer warrants him in giving it his full approbation.

OFFICERS.

In the October following the organization of the institution, Nelson McNeal was appointed captain of the guard, and was formally put in possession of the arsenal and grounds on November 16, 1868.

On November 16, 1868, the commanding officer was appointed, and was confirmed by the Senate on January 21, 1869.

On the 24th of March, 1869, Wm. F. Robertson was appointed Lieutenant and Quartermaster *ad interim*.

No regular surgeon has yet been appointed for this institution. Dr. Wm. L. Jones was employed from January 1, 1869, to July 18, 1869, (when he was removed for cause,) at a salary of one hundred dollars per month.

Lieutenant Wm. F. Robertson has since October 1, 1869, in addition to his other duties, been acting as surgeon, for which he receives fifty dollars per month in addition to his regular pay; thus saving to the State twelve hundred dollars per annum on the pay of the surgeon, as established by law.

The law makes no explicit provision for a chaplain; but Section 11 says, "the commanding officer shall provide for the proper observance of the Sabbath within the post and prison, and for such instructions as the prisoners may be desirous to receive." Owing to the cramped condition of our finances, the commanding officer did not consider it proper to hire a chaplain, but relied on such assistance as he could obtain from the humane to preach gratuitously to the prisoners.

In this he has been aided by the Rev. LaFayette Hargrave, of the A. M. E. Church (colored), who has held divine service in the prison on alternate Sundays. Recently, he has been transferred from this district, and we are now without any assistance in this respect.

Other gentlemen, amongst whom may be numbered the Honorable J. C. Gibbs, Secretary of State, and the Rev. James Page, have, when opportunity offered, preached to the prisoners. A Sunday-school has been established, which is regularly attended by about thirty of the prisoners, who take a warm interest in it, and manifest a decided change for the better.

There is no library belonging to the institution; but such of the prisoners as have money, are allowed to purchase books, and those who can read teach the others. The commanding officer has been surprised at the progress made by them, and he has no doubt that if there was a chaplain, whose whole time would be devoted to the education of the prisoners, his efforts would be productive of a vast amount of good, and that they would be restored to society better citizens, with a proper sense of their duty to man and the Great Creator of all.

THE GUARD.

Under the orders of the Adjutant-General, nineteen men of a guard have been enlisted. The commanding officer is using his best efforts to enlist trustworthy men. In this, with few excep-

tions, he has been successful; and when it is considered, the class from which he was compelled to make his selection, he now wonders that he has been so successful. The pay allowed the guard not being sufficient to induce even the better class of laboring men to accept the position, much less educated men, we have been obliged to make our selections from those who offered their services under the circumstances.

In consequence of no provision being made for the labor of the prisoners within the walls of the prison, we have been obliged to hold them with chains, muskets, and bayonets; and while these means may be necessary, under existing circumstances, it is a matter of regret that they have to be resorted to.

The commanding officer holds that harshness or cruelty is not the proper treatment for convicts, nor is muscle the great essential for a guard. On the contrary, a guard should be a man of some education, a judge of human nature; firm, but kind, ever watchful, never cruel, and always obeying orders implicitly. When he is found wanting in these great requisites, he should at once be mustered out of service.

Owing to the rapid increase of prisoners, and the still insecure condition of the prison, it will be necessary to increase the guard the current year.

DISCIPLINE.

It affords the commanding officer great pleasure to state that the established discipline of the prison has been remarkably successful, and will compare favorably with most of the well-conducted prisons of the country.

When a convict is received, the rules of the prison are read and explained to him by the commanding officer, so as to be fully understood. For the first offence, unless a grave one, a reprimand is usually given, with the assurance that the next transgression will entail punishment. The usual punishment inflicted is solitary confinement, sometimes on bread and water. As a very general rule the commanding officer has had little trouble in controlling the prisoners and enforcing the rules of the prison.

He respectfully transmits herewith a copy of the rules by which we have been governed since the prison has been established.

HEALTH.

The health of the guard and prisoners has been remarkably good. This may be attributed, in a great measure, to thorough cleanliness and wholesome food, together with the enforcement of regular habits. We have had but two deaths during the year. They were as follows:

Names.	Color.	Age.	Crime.	Sentence.	Cause.	Time serv'd
Smart Walker.	black.	46	murder.	for life.	Consumption.	3 months.
W. W. McCleary.	mulatto.	26	larceny.	4 years.	Bay't wound rec'd while at- tempting to escape.	2 months.

The number excused from work on account of sickness would not average over two a day.

IMPROVEMENTS.

New sills have been put under the porches of all the buildings. The barracks have been repaired; the windows of all the buildings, except the work-shops, have been glazed; the grounds around the prison cleaned up; trees trimmed so as to give a better circulation of air; and the appearance of the place much improved. We have cultivated a good supply of vegetables, and some 150 bushels of corn. We have fenced in about 400 acres of pasture. We have also constructed a dam on the Mosquito Creek about half a mile from the prison. This the commanding officer considers can be made a source of revenue to the State, far more than the expense of the prison. It is estimated that this stream affords a power at least equal to a 200 horse power, and sufficient to work a saw and grist mill, together with a large cotton factory of fully 2,000 spindles. A brick-yard and mud-machine have been constructed; and the prisoners have been constantly employed for the benefit of the State.

In order to make the prison secure, the first thing to be done is to erect a wall around the buildings. This wall should be at least 20 feet high, 4 feet at base, and 2 feet at top, and 40 feet from the buildings. The erection of this wall will require 2,500,000 of bricks, including those in the present wall. These bricks can be manufactured by the prisoners at a cost of about \$2.50 per thousand, or \$6,250 for the quantity required. The greater part of the labor required to erect this wall can be performed by the prisoners.

Next in importance to the security of the prisoners is the erection of safe and properly-constructed cells. The commanding officer has made it his duty to become conversant with the different kinds of cells in use in the various prisons in the Union, and after mature consideration he has come to the conclusion that in point of economy of space, the health of the prisoners, and the cleanliness of the prison, iron cells are most preferable. On this subject the Rev. Dr. Wines, Corresponding Secretary of the New York Prison Association, says, in reply to the inquiries of the commanding officer on this subject, "I consider iron cells the most desirable, wooden ones the least so." Yet in consid-

eration of our present financial condition and the small number of prisoners confined in the penitentiary, wooden cells can be erected at a small expense to the State, and will answer our purposes. The commanding officer knows of nothing of greater importance in the reformation of criminals than their separate confinement in the night time. While they are herded together in a common dormitory they become mutually contaminated, and all the efforts of the officers of the prison to reform them are as chaff thrown against the wind.

FINANCES.

The Legislature at its session in January, 1869, very liberally appropriated thirty thousand dollars for the maintenance of the Penitentiary; and twelve thousand dollars for cells, at its extra session in June last. This looks very liberal, and it is; but making appropriations is one thing, and getting money is another. As much as the commanding officer could do during the past year, was to get the contractor for subsistence stores paid; and he has been reliably informed that on one occasion, his Excellency had to pay for one month's supplies out of his private funds.

Owing to the manner in which purchases have been made, the commanding officer is unable to give a correct exhibit of the expenditures of the institution, unless in so far as invoices have been received; and he respectfully transmits herewith tables one to ten, which exhibit the statistics of the Penitentiary.

EMPLOYMENT OF PRISONERS.

One of two systems must be pursued. Either the State must furnish employment for the convicts, or contract their labor to others. Which is the better course? It is the opinion of the commanding officer that under existing circumstances, the most economical and judicious course would be to contract the labor of the prisoners to parties who have means and facilities to pay to the State the remunerative price for the labor, and teach the convicts a trade by which they would be enabled to earn a subsistence for themselves and families, without being obliged to return to their old haunts of idleness and vice.

This, in the opinion of the commanding officer, is by no means the better course; but the State should employ competent foremen in the different departments to educate the prisoners with a full knowledge of their respective trades.

In conclusion, the commanding officer hereby tenders his thanks to the Adjutant-General, for the valuable assistance rendered by him in the government of the institution.

All of which is respectfully submitted. A. MARTIN,
Colonel Commanding State Penitentiary Florida.

TABLE NO. 1.

The number of Prisoners received under warrants from the Courts, from January 1, 1869, to December 31, 1869.

Total number received,	117
Discharged between January 1, 1869, and December 31, 1869, by expiration of sentence,	2
By remission of sentence by Board of Public Institutions,	8
" Death,	3
" Reprieve,	2
Escaped,	8—22
Total number remaining in Prison December 31, 1869,	95
Greatest number in Prison at any one time,	95
Average number per day,	39

TABLE NO. 2.

Ages of Convicts received last year:

From 12 to 15 years,	3	From 15 to 20 years	20
" 20 to 25 "	40	" 25 to 30 "	18
" 30 to 40 "	18	" 40 to 50 "	11
" 50 to 60 "	5	" 60 to 70 "	2
			117

TABLE NO. 3.

Crimes of Convicts received during the year.

Adultery,	3
Arson,	2
Assault with intent to murder,	7
Altering mark of cattle,	2
Breaking into house with intent to steal,	1
Breaking into an inhabited dwelling-house in the night, armed with a dangerous weapon,	1
Breaking into house, and stealing,	1
Crime against nature,	1
Entering a dwelling-house, without breaking, some person being therein, and being put to fear,	1
Larceny,	50
Larceny from building,	35
Lewdly cohabiting,	1
Manslaughter,	1
Murder,	8
Maliciously threatening an injury to the person and property of another,	1
Perjury,	1
Unlawfully and carnally knowing and abusing a female child under the age of ten years,	1
Total number,	117

TABLE NO. 4.

Period of sentence of Convicts received last year.

For 1 month,	1	For 6 months,	7
" 9 months,	1	" 1 year,	44
" 1 year and six months,	3	" 1 " and 9 months	1
" 2 years,	15	" 3 "	21
" 4 "	5	" 5 "	9
" 10 "	3	" Life,	7
			117

TABLE NO. 5.*States and Countries of which Convicts received last year are Natives.*

Alabama,	2	Carolina, North,	10
Carolina, South,	20	Florida,	41
Georgia,	26	Ireland,	2
Indiana,	1	Kentucky,	3
Massachusetts,	1	New York,	1
Pennsylvania,	1	Tennessee,	1
Virginia,	8	England,	1
Total,			117

TABLE NO. 6.*Convicts received last year were convicted in Judicial Circuits, as follows:*

FIRST JUDICIAL CIRCUIT.—Jackson county, 3.	
SECOND JUDICIAL CIRCUIT.—Gadsden county, 6; Leon, 17; Wakulla, 1; Jefferson, 9. Total, 33.	
THIRD JUDICIAL CIRCUIT.—Madison county, 7; Hamilton 4; Columbia, 13. Total, 24.	
FOURTH JUDICIAL CIRCUIT.—Nassau county, 6; Duval, 16. Total, 22.	
FIFTH JUDICIAL CIRCUIT.—Putnam county, 1; Alachua, 7; Marion, 9. Total, 17.	
SIXTH JUDICIAL CIRCUIT.—Hernando county, 1; Hillsborough, 7; Manatee, 2; Monroe, 3. Total, 13.	
SEVENTH JUDICIAL CIRCUIT.—Volusia county, 2; Orange, 3. Total, 5.	
Grand Total, 117.	

TABLE NO. 7.*Names of Crimes of Convicts in Prison under sentence of Imprisonment for Life.*

Murder,	4
Unlawful and carnally knowing and abusing a female child under the age of ten years,	1
Total number,	5

TABLE NO. 8.*Showing the races to which Convicts received last year belong.*

Negroes and Mulattoes,	102
Whites,	15
Total,	117

TABLE NO. 9.*Showing the sexes of Convicts received last year.*

Males,	114
Females,	3
Total,	117

TABLE NO. 10.*The Court Sentences of Convicts now in Prison expire as follows:*

1870,	43	1871,	18
1872,	17	1873,	2
1874,	8	1875,	3
Life,			5
Total,			95

PROCEEDINGS OF THE SENATE

OF THE
STATE OF FLORIDA

AT AN

EXTRA SESSION OF THE LEGISLATURE

BEGUN AND HELD AT THE CAPITOL, IN THE CITY OF
TALLAHASSEE, MONDAY, MAY 23, A.D. 1870

TALLAHASSEE:

CHAS. H. WALTON, STATE PRINTER.

1870.